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THE PROCESS OF DETERMINING  
MANPOWER REQUIREMENTS  
AND ITS  
RELATIONSHIP TO PPBS

by

10 Reginald Timothy Martel

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Thesis Advisor: Richard S. Elster

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Manpower Requirements  
and Its  
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by

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Lieutenant, U.S.N.  
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requirements for the degree of

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## ABSTRACT

The purpose of this thesis is to describe the Navy's manpower requirements determination process and to demonstrate how these requirements are used by the Department of Defense Planning, Programming and Budgeting System (PPBS). This thesis discusses: the Department of Defense (DOD) PPBS, the Navy's Program Objective Memoranda (POM) development, the Navy's three manpower requirements determination programs (ships, aircraft squadrons and shore establishments), and a classroom simulation of the Navy's POM development process. The existing system, key players, major roles, chronology of events and organizational inter-relationships are described as they currently function.

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## I. INTRODUCTION

### A. THESIS OVERVIEW

This thesis is primarily concerned with the Navy's Manpower resources and how they are planned, programmed and budgeted. The process includes the determination of manpower requirements for each activity. These requirements are based upon the activities' Required Operational Capabilities (ROC) and the Projected Operational Environment (POE). The ROC/POE are written statements which are prepared and issued by the activities' Resource Sponsor. Based upon the ROC/POE, the Navy's Manpower and Material Analysis Centers, Atlantic and Pacific (NAVMACLANT/NAVMACPAC) determine the staffing requirements for each activity in the Navy. The resulting requirements are published for each activity in an SMD (Ship Manpower Document), SQMD (Squadron Manpower Document), or SHMD (Shore Manpower Document) depending upon whether the activity is a ship, aircraft squadron, or shore establishment. The SMDs, SQMDs, and SHMDs represent the foundation for the Navy's Manpower Authorizations (OPNAV FORM 1000/2).

The manpower authorizations, officer and enlisted, for each Naval activity are stored in Washington, D.C. in The Manpower Personnel Management Information System (MAPMIS). This information is used internally to plan, program and budget the Navy's manpower resources. Planning the Navy's manpower resources is a function of the force requirements or end strength necessary for the Navy to perform its mission.

The Navy's manpower resources are fiscally-constrained and are programmed for five years. This five-year forecast, called the DNFYP (Department of the Navy Five Year Plan); it contains a five year projection of all of the Navy's resources. All of the services are required to publish their projected resource requirements, including manpower, in a Program Objective Memoranda (POM). The POM is developed by each service and submitted to the Secretary of Defense for his review and approval. The Secretary of Defense (SECDEF) reviews the service POMs and then decides which programs are necessary for national security. Each service submits a budget estimate to SECDEF for its approved programs. These estimates are reviewed by OSD (Office of the Secretary of Defense) and combined with other DOD budgetary considerations to form the Department of Defense budget. The DOD budget is submitted to the President for his review and approval. The President combines the DOD budgetary input with other federal budgetary estimates and the composite estimate is the national budget. The national budget is submitted to Congress for its review and approval.

Each service is required to plan, program and budget its resources in five year increments (Five Year Defense Plan/ FYDP). This process is called the DOD Planning, Programming and Budgeting System (PPBS). Since the DOD PPBS system impacts on the planning, programming and budgeting of all

DOD resources, it would be beneficial for the reader to know something about the evolution of PPBS as well as how the system functions.

With this in mind, paragraph B of this chapter describes the evolution of PPBS. Chapter II is devoted to a thorough discussion of the DOD PPBS system, and Chapter III outlines the Navy's Program Objectives Memoranda (POM) development process. Chapter IV discusses the POM development support functions. Chapter V describes the Navy's Manpower requirements determination processes, i.e., manpower needs of ships, aircraft squadrons and shore establishments. Chapter VI is a summary of chapters II through V, and Enclosure I describes a classroom simulation of the Navy's POM development process.

#### B. EVOLUTION OF PPBS

Prior to the Department of Defense (DOD) Reorganization Act of 1958, the Secretary of Defense (SECDEF) had very little legal authority with respect to shaping the national defense program. The House and Senate Armed Services Committees believed that national defense was a military matter and that only military leaders were capable of determining the nation's needs for national defense. Similarly, any attempts to criticize or reduce the defense programs which military leaders had recommended, was considered as risking the nation's security; and when criticism did occur, it was

exposed and quickly suppressed.<sup>1</sup> However, as time went on, the nation became more and more concerned about the enormity of defense expenditures, i.e., expensive weapon systems and manpower.

There was growing concern over domestic needs, and many people believed that the Secretary of Defense should be granted more power to control the consolidated defense establishment. So, the DOD Reorganization Act of 1958 was passed and SECDEF was granted the following authority: to determine the force structure of the military services, to supervise all DOD research and engineering activities, and the authority to transfer, reassign, consolidate and terminate combatant functions as required.<sup>2</sup> Although the DOD Reorganization Act of 1958 had provided the Secretary of Defense with the requisite authority to manage the defense establishment, as late as January 1961 this authority had not been fully utilized.

Therefore, when Robert McNamara assumed the office of Secretary of Defense, he made it perfectly clear that he was in charge. "He insisted on integrating and balancing the nation's foreign policy, military strategy, force requirements, and defense budget."<sup>3</sup> He also insisted that all

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<sup>1</sup> Enthoven, Alan C. and Smith, Wayne K., How Much Is Enough, First Edition, Harper Colophon Books, 1972, p. 1.

<sup>2</sup> Ibid., p. 2.

<sup>3</sup> Ibid., p. 31

defense problems be approached rationally and analytically with national interest as the bottom line. Since the Reorganization Act provided SECDEF with adequate authority to manage DOD, McNamara was interested in the development of essential management tools which could be used to make sound decisions on crucial national security matters.

Robert McNamara tasked Charles J. Hitch, Comptroller, "with the responsibility for making a systematic analysis of all requirements and incorporating these into a five-year, program-oriented defense budget, the first of which was to be completed in nine months."<sup>4</sup> Hitch had been head of the economics division of the Rand Corporation and was considered to be one of the national experts in the field of program budgeting as well as in the application of economic analysis techniques to defense problems. Hitch accomplished this task by adapting a methodology which Rand Corporation had used since 1954, a method called program budgeting. Rand used program budgeting "for considering resource requirements in military planning."<sup>5</sup> This process was later named The Planning, Programming and Budgeting System (PPBS) and it was officially implemented October 12, 1965 by a Presidential order.

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<sup>4</sup>Ibid., p. 33.

<sup>5</sup>Edgmon, B.R., Greenan III, J.E., Peterson, P.M., Rosciam, C.J., Shehane, C.T., The PPBS in the Department of Defense, The George Washington University, Naval School of Health Care Administration, March 25, 1977, p. 1.

The PPBS system is a management tool which is used by defense planners to develop a balanced defense program. It requires all of the DOD components to plan ahead, evaluate various program alternatives and to compete with each other for financial resources.

## II. PLANNING, PROGRAMMING AND BUDGETING SYSTEM

### A. OVERVIEW OF THE DOD PPBS SYSTEM

The military Planning, Programming and Budgeting System (PPBS) is a comprehensive management vehicle, which is used to allocate DOD resources, manpower and capital, such that specific national objectives are accomplished effectively and efficiently. The PPBS process begins each year with the gathering of intelligence information and subsequent identification and evaluation of the perceived national threat. Based upon the threat, the Joint Chiefs of Staff (JCS) make military assessments and develop strategic plans. These plans are not fiscally-constrained and are submitted to the office of the Secretary of Defense (OSD) to assist the Secretary in preparation of his fiscally-constrained consolidated guidance (CG). Then, the Secretary of Defense (SECDEF) promulgates his fiscally-constrained strategic plans, or consolidated guidance, to each of the military services. "Each of the services develops the recommended forces (including manpower) to meet the guidance and submits them to OSD in the form of Program Objectives Memoranda and budgets. The Program Objectives and budgets of the services are then combined into a defense budget which is submitted to the President through OMB."<sup>6</sup> The defense budget, along with

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<sup>6</sup>Wedding, David A., and Hutchins Jr., Elmer S., Navy Manpower Planning and Programming: Basis for Systems Examination, NPRDC, 1974, p. 24.

other inputs, become the foundation for the Presidential budget and the entire package is submitted to Congress for its approval. Congressional hearings are then conducted to evaluate the President's budget and an approved budget is formulated, "in terms of appropriation bills."<sup>7</sup> These appropriation bills are then submitted to the President for his signature. After Presidential approval, the office of Management and Budget (OMB) distributes the approved funds to OSD, and OSD allocates the money to each of the military services accordingly. Figure 2-1 represents a simplified version of the DOD PPBS System.

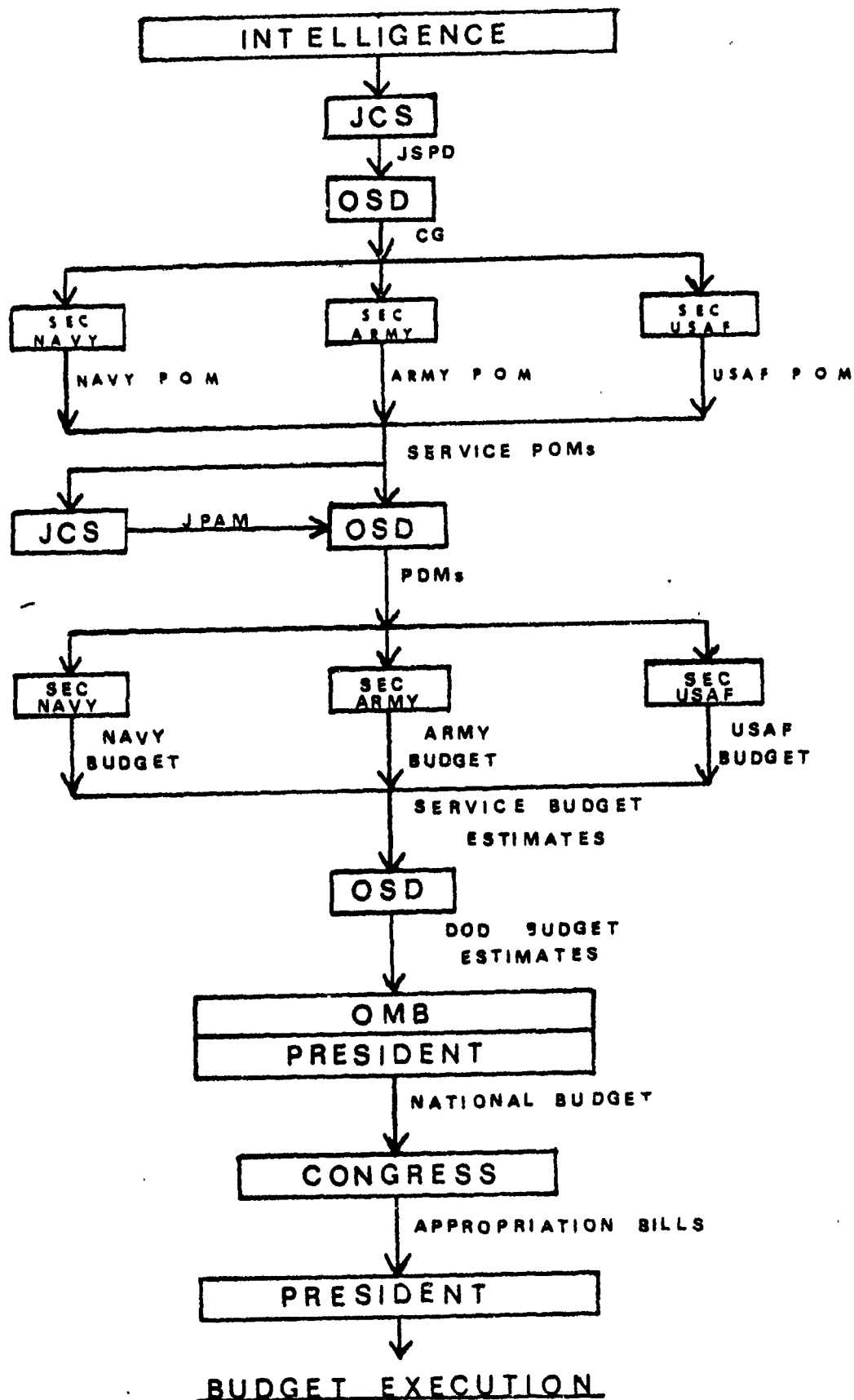
As depicted in Appendix A, budgets are planned and programmed three years in advance of execution and at any given time, one or more of the PPBS activities may overlap each other. Similarly, as one analyzes the DOD's PPBS system, one comes to suspect that very few of the participants understand the system as a whole. Countless decisions and interactions occur daily at every level of DOD, and it is probably nearly impossible for anyone to keep the "big picture" in mind. Therefore, the scope of this thesis will be limited to the PPBS system, as it relates to the Navy's Manpower requirements determination process.

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<sup>7</sup>Ibid.

FIGURE 2-1

SIMPLIFIED DOD PPBS SYSTEM



## B. PPBS MANAGEMENT ORGANIZATION AS IT RELATES TO THE NAVY

In October 1974, the Naval Personnel Research and Development Center (NPRDC) published a report entitled "Navy Manpower Planning and Programming: Basis for Systems Examination." This report described seven organizational levels and four distinct communication loops involved in Navy manpower planning and programming. The seven organizational levels were "defined as points in the management chain at which decisions are made and from which information/direction is passed to higher or lower authority."<sup>8</sup> As depicted in Appendix B, level one (the highest level) consists of the President, OMB and Congress. Level two is composed of the office of the Secretary of Defense (OSD) and the Joint Chiefs of Staff (JCS). The third level consists of the Secretary of the Navy (SECNAV) and the Chief of Naval Operations (CNO). Subsequent organizational levels are as follows: level four - Sponsors,<sup>9</sup>

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<sup>8</sup>Ibid., p. 22

<sup>9</sup>Sponsors are flag officers, who are responsible for managing large portions of the Navy's resources. Currently, there are three types of sponsors in the department of the Navy: resource, appropriations and assessment, sponsor assignments have not been made in the warfare task, supporting warfare task and functional task areas. Each is a Deputy Chief of Naval Operations (DCNO) or Director Major Staff Office (DMSO). Appendices G, H and I list the sponsor assignments for POM-81. Sponsors will be discussed further in Chapter III.

level five - Major Claimants,<sup>10</sup> level six - Subclaimants,<sup>11</sup> and level seven - the activities.<sup>12</sup> Essentially, the positions listed in the seven organizational levels comprise the major participants in the PPBS management organization as it relates to the Navy. However, the reader should realize that countless personnel perform a nearly infinite number of tasks behind the scenes at each organizational level. Therefore, the next paragraph examines the four major communication loops, in an attempt to uncover some of the responsibilities of each level.

The first communication loop consists of organizational levels one and two, i.e. the President, OMB, Congress and OSD.

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<sup>10</sup>Manpower claimants are major commanders or bureaus which are responsible for large blocks of manpower. The claimant represents the interface between fleet activities (ships, aircraft squadrons, etc.) and the sponsors. Based upon the realistic needs of fleet activities, claimants can recommend changes to manpower allocations for subclaimants and activities. Appendix J is a list of manpower claimants.

<sup>11</sup>Subclaimants: some claimants have subclaimants assigned to them. For example, CNET (Chief of Naval Education and Training) is a manpower claimant and he has CNTECHTRA (Chief of Naval Technical Training) and CNATRA (Chief of Naval Aviation Training) assigned to him as subclaimants. Similarly, CINCLANT fleet has Airlant and Surflant as subclaimants. The subclaimant is responsible for managing some component of the Navy for the claimant. In some respects, subclaimants are like assistant claimants.

<sup>12</sup>Activities include fleet units, i.e. ships, aircraft squadrons, etc.

This loop is external to the Department of Defense and it is responsible for PPBS oversight, budgetary constraints and national defense goals and guidance. The second communication loop is comprised of organizational levels two and three, i.e., OSD, JCS, SECNAV, and CNO. This loop "represents the network of communications through which the Navy is tied to the total defense community and the Navy's required capabilities are developed and approved."<sup>13</sup> Loop three is composed of organizational levels three, four and five, i.e., the CNO, Sponsors and Claimants. These people are responsible for planning, programming, budgeting and implementing the programs which enable the Navy to meet its operational requirements. The final communications loop is number four. It contains organizational levels five, six and seven, i.e., the Claimants, Subclaimants, and Activities. The people in this loop are primarily concerned with allocating available resources such that Fleet activities are capable of meeting their operational requirements. As the reader may have suspected, the Sponsors and Claimants play a major role in the PPBS process. Their specific duties will be discussed in a subsequent Chapter entitled "Navy POM Development." With this in mind, the Joint Strategic Planning System will now be examined.

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<sup>13</sup>Wedding, David A., and Hutchins Jr., Elmer S., Navy Manpower Planning and Programming: Basis for Systems Examination, NPRDC, 1974, p. 22.

### C. THE JOINT STRATEGIC PLANNING SYSTEM (JSPS)

"The Planning Phase of PPBS is a period of broad assessment."<sup>14</sup> During this period, National Security policy goals are defined based upon the current threat. The military capabilities which are necessary to meet these goals and to combat the threat are identified. Then, force levels are established and manpower requirements are determined, quantity and quality, which will provide the necessary military capabilities. Long, medium and short range planning is done and all seven of the previously described organizational levels are involved. However, in October 1977 the Secretary of Defense directed that the PPBS system be revised such that it would meet the following objectives. First, he wanted Presidential involvement early in the cycle. Second, he wanted the President and Secretary of Defense "to play an active role in shaping the defense program."<sup>15</sup> Third, he intended to strengthen the link which connects planning, programming and fiscal guidance. Fourth, he intended that all programs be preceded by rational discussion. Fifth,

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<sup>14</sup>Director of Navy Program Planning (OP-090), Chief of Naval Operations Manpower, Personnel, and Training Programming Manual, Part I, American Management Systems, Inc., Arlington, Va., p. I-4.

<sup>15</sup>Planning Programming and Budgeting System, Command Magazine, Vol. 2, No. 1, January 1979, American Forces Press-Service, Arlington, Va., p.1.

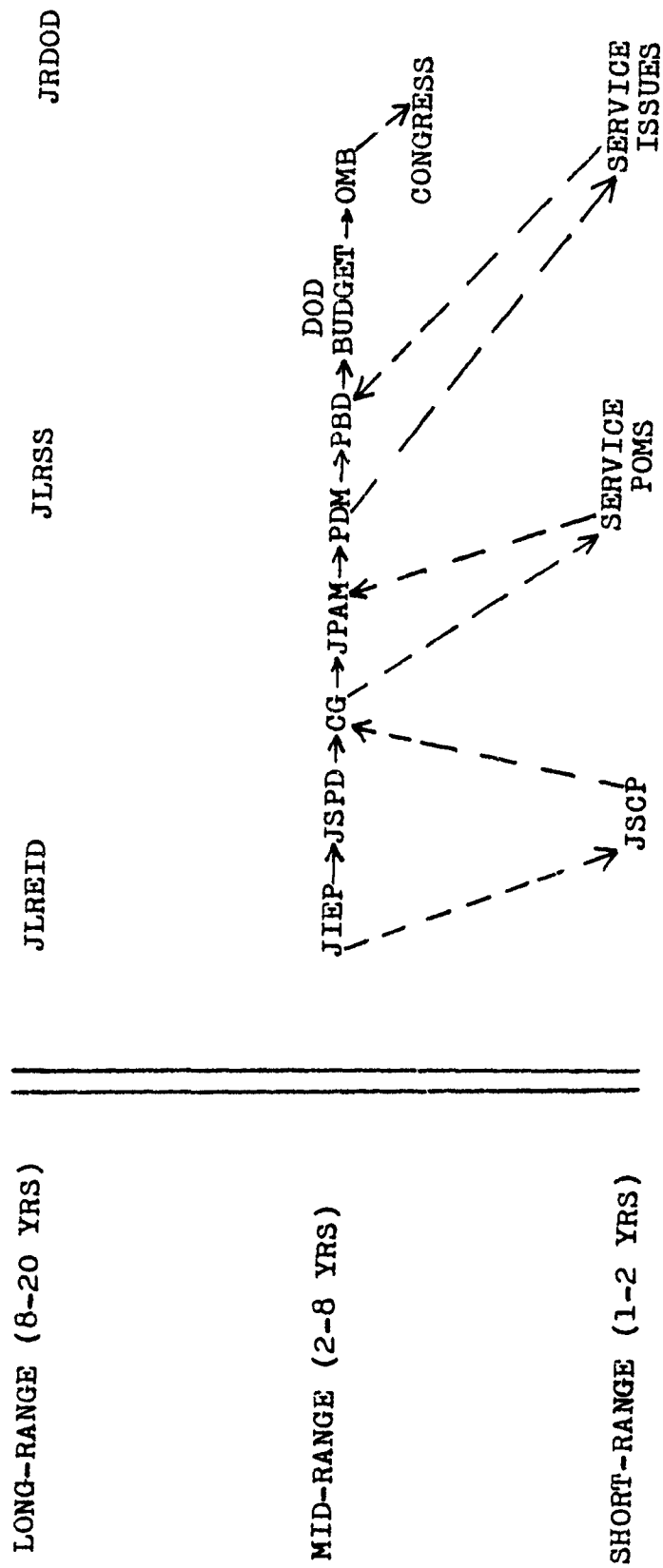
the SECDEF wanted to insure that all programs are analyzed in terms of their contribution to the defense effort. As a result of these five objectives, the entire DOD PPBS process was streamlined. Some reports were eliminated, others were consolidated, and many of their names were changed. Therefore, the PPBS system will be described as it currently exists, and major changes will be highlighted in the discussion. Figure 2-2 demonstrates the relationship of the Joint Strategic Planning System (JSPS) to the DOD PPBS system.

Each year, the Joint Chiefs of Staff, respective military services and the Defense Intelligence Agency (DIA) work together to produce the Joint Intelligence Estimate for Planning (JIEP). The JIEP examines power relationships throughout the world and attempts to predict future world affairs. This document is intended to be "the intelligence basis for all other documents developed within the Joint Strategic Planning System."<sup>16</sup> Specifically, the JIEP is the foundation for the Joint Long-Range Estimated Intelligence Document (JLREID), the Joint Long-Range Strategic Study (JLRSS), the Joint Research and Development Objectives Document (JRDOD), the Joint Strategic Objectives Plan (JSOP),

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<sup>16</sup>Wedding, David A., and Hutchins Jr., Elmer S., Navy Manpower Planning and Programming: Basis for Systems Examination, NPRDC, 1974, p. 4.

Figure 2-2



the Joint Forces Memorandum (JFM) and the Joint Strategic Capabilities Plan (JSCP). Since the aforementioned documents play a major role in the DOD PPBS process, each will be discussed briefly in the following paragraph. However, the JSOP and JFM documents are no longer developed. The following discussion will begin with the JLREID.

The Joint Long-Range Estimated Intelligence Document (JLREID) is published annually and is designed to function as the basis for an annual review and development of the JLRSS and the Long-Range portion of the JRDOD. The JLREID is a long range study that looks at the following: Significant international developments, potential future conflicts, and technological developments that have military significance.

The Joint Long-Range Strategic Study (JLRSS) is another report that looks into the long range future (10-20 fiscal years). It is published at least once every four years. Its purpose is "to provide a source document that addresses the strategic implications of worldwide and national economic, political, social, technical and military trends."<sup>17</sup> Basically, the JLRSS is designed to assist defense planners with developing military plans, policies and programs necessary to meet the long range threat.

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<sup>17</sup>Ruckert, W. C., Fiscal and Life Cycles of Defense Systems, Fourth Edition, General Dynamics Corporation, July 1977, p. 6.

The Joint Research and Development Objectives Document (JRDOD) is a mid/long-range report, (2-20 fiscal years). This document forecasts mid/long-range research and development requirements based upon the JIEP, JLREID, and JLRSS. The next document that will be discussed is the JSCP.

The Joint Strategic Capabilities Plan (JSCP) is a short-range report (one year). Its purpose is to evaluate the projected military mission, over the short range period, to determine whether or not the Department of Defense has the assets and the capabilities to perform the projected tasks. The JSCP is reviewed annually and promulgated biennially. All of the previously described documents perform a function in PPBS as it exists today. The JSOP is no longer developed. It was recently replaced by the JSPD. However, since much of the literature which addresses PPBS has not been updated to reflect this change, the reader should be familiar with the Joint Strategic Objectives Plan (JSOP).

The JSOP (Joint Strategic Objectives Plan) consisted of two volumes. JSOP, Volume One, was prepared by JCS in May of each year and submitted to OSD to assist the Secretary in preparing his annual Defense Policy Planning Guidance (DPPG).<sup>18</sup>

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<sup>18</sup>The DPPG (Defense Policy Planning Guidance) is sometimes referred to as the Defense Guidance (D.G.). This document is no longer developed. However, it was based upon current Presidential Foreign Policy and it was used to promulgate SECDEF's strategy guidance to JCS and the DOD components for defense planning.

After the DPPG was prepared, it was sent to JCS and other DOD components in September for their review and comments. Then, in December, JCS submitted JSOP II to OSD. OSD used JSOP II to prepare his Planning and Programming Memoranda (PPGM)<sup>19</sup> and the PPGM was issued in February or early March. Essentially, JSOP I was a statement containing broad defense objectives and threat assessment, whereas, JSOP II was directed toward planning, programming, and fiscal guidance. However, as reflected in the revised PPBS system, depicted in Appendix C, SECDEF decided to integrate defense planning, programming and fiscal guidance into a single document, entitled "Consolidated Guidance" (CG). Since this integration eliminated the DPPG and PPGM, JCS decided to combine JSOP I and II into one report called the Joint Strategic Planning Document (JSPD).

"The JSPD contains a comprehensive appraisal of the military threat to the United States, a statement of recommended military objectives, recommended military strategy to attain the objectives, and a summary of the JCS planning force levels that could execute, with reasonable assurance, the military

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<sup>19</sup>The PPGM (Planning and Programming Memoranda) is sometimes called the PPG. This document is no longer utilized. It was issued by SECDEF to JCS and the service components. The PPGM described national security objectives, resource allocation and provided guidance to the services for POM preparation. Both the DPPG and the PPGM were replaced by SECDEF's consolidated guidance (C.G.).

strategy."<sup>20</sup> It evaluates the feasibility of attaining the recommended force levels, given fiscal, manpower, material and technological constraints and it highlights any risks involved with changing OSD's previous years consolidated guidance (CG). The JSPD is prepared after the Joint Intelligence Estimate for Planning (JIEP), and it is submitted to OSD sixty days prior to preparation of the draft consolidated guidance. This means that the JIEP is prepared during the summer and early fall and the JSPD is completed between November and 1 January. During January and March, OSD prepares a working copy of the consolidated guidance (CG). The purpose of this document is to create a common medium of discussion and debate for OSD, JCS, the military departments and defense agencies. The draft CG should include topics for discussion that surfaced during pre-draft CG meetings and memoranda, plus other relevant issues. This review and comment phase provides an opportunity for participants to review and critique prior defense planning, programming and fiscal guidance as well as "the premises, reasoning and conclusions of the proposed"<sup>21</sup> consolidated guidance. If JCS and/or the service secretaries discover major shortcomings

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<sup>20</sup>Planning Programming and Budgeting System, Command Magazine, Vol. 2, No. 1, January 1979, American Forces Press-Service, Arlington, Va., p. 8.

<sup>21</sup>Ibid., p. 5.

in the proposed CG, they have an opportunity to submit their recommendations to SECDEF. If JCS and the Service Secretaries recommend significant changes to the draft consolidated guidance, it will be rewritten by OSD and redistributed to JCS and the Service Secretaries for further review and comment. In 1978, the Secretary of Defense added an additional step in the sequence of events. After JCS and the Service Secretaries had commented on the second version of the draft consolidated guidance, OSD rewrote it and submitted it to the President for his review. Apparently, this was SECDEF's way of involving the President in defense planning early in the PPBS cycle. After the second revision of the draft consolidated guidance, OSD prepares the fiscally-constrained consolidated guidance (CG).

This document is promulgated to the departments of the Army, Navy and Air Force around the first of May. Essentially, it is designed to offer SECDEF guidance to the various services while preparing their Service Program Objective Memoranda (POM). However, it doesn't work that efficiently in reality. Often times, the CG is published well after the POM cycle has begun. When this occurs, military planners try to anticipate or second guess what OSD's guidance will be and develop their POM's accordingly. At any rate, the overall planning phase of PPBS is complete when the consolidated guidance (CG) is issued. Figure 2-3 is a summary of the major documents which are developed during the planning phase of PPBS. The next phase is programming.

FIGURE 2-3

SUMMARY OF MAJOR DOCUMENTS DEVELOPED DURING  
THE PLANNING PHASE OF PPBS

1. REPORT: JIEP (Joint Intelligence Estimate for Planning)  
DEVELOPED BY: DIA/JCS/SERVICES  
WHEN: Annually  
PURPOSE:
  - a. Examines world power relationships and attempts to predict future world affairs
  - b. Intelligence basis for all JSPS documents
  
2. REPORT: JLREID (Joint Long-Range Estimated Intelligence Document)  
DEVELOPED BY: DIA/JCS/SERVICES  
WHEN: Annually  
PURPOSE:
  - a. Basis for annual review and development of JLRSS and long-range portion of JRDOD
  - b. Reviews significant international developments
  - c. Forecasts potential future conflicts
  - d. Identifies technological developments with military significance.
  
3. REPORT: JLRSS (Joint Long-Range Strategic Study)  
DEVELOPED BY: JCS/SERVICES  
WHEN: At least once every four years  
PURPOSE:
  - a. Source document, addressed strategic implications of world and national economic, political, social, technical and military trends
  - b. Used by defense planners to develop plans, policies and programs to meet long-range threat
  
4. REPORT: JRDOD (Joint Research and Development Objectives Document)  
DEVELOPED BY: JCS/SERVICES  
WHEN: Reviewed annually, updated as required  
PURPOSE: Forecasts mid-long range research and development requirements based upon JIEP, JLREID and JLRSS

5. REPORT: JSCP (Joint Strategic Capabilities Plan)  
DEVELOPED BY: JCS/SERVICES  
WHEN: Reviewed annually, published biennially  
PURPOSE: Guidance to unified/specified commanders and the services for accomplishment of military tasks based upon projected military capabilities/conditions
6. REPORT: JSPD (Joint Strategic Planning Document)  
DEVELOPED BY: JCS  
WHEN: Annually (November-December)  
PURPOSE: a. Replaced JSOP Vols. I and II  
b. Recommends military objectives to OSD  
c. Strategy necessary to attain objectives  
d. Summary of JCS Force levels to execute strategy
7. REPORT: DRAFT CONSOLIDATED GUIDANCE  
DEVELOPED BY: OSD  
WHEN: Annually (January-February)  
PURPOSE: Provides common medium for discussing all kinds of defense issues by JCS, OSD and Service Secretaries
8. REPORT: CONSOLIDATED GUIDANCE (C.G.)  
DEVELOPED BY: OSD  
WHEN: Annually (March-April)  
PURPOSE: a. Provides fiscally constrained consolidated guidance to the services during POM development  
b. Replaced the DPPG and PPGM

D. THE PROGRAMMING PORTION OF PPBS

"Programming (POM development) molds planning decisions into a fiscally-constrained, five-year program."<sup>22</sup> This five year program is called the Five Year Defense Plan (FYDP). The FYDP was designed to be a financial management tool. According

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<sup>22</sup>Director of Navy Program Planning (OP-090), Chief of Naval Operations Manpower, Personnel, and Training Programming Manual, Part I, American Management Systems, Inc, Arlington, Va., p. I-8.

to OP-090 (Director Navy Program Planning) the FYDP is analogous to a bank, and deposits to this bank are made in the form of service POMs. The POM is a five year forecast of the resources required to support approved programs. Therefore, funds are set aside for a five year period (FYDP) and resources are withdrawn from the bank by the annual budget. So, if resources have not been deposited ahead of time by the POM, then they can not be withdrawn by the annual budget. The POM addresses many issues, including manpower. Manpower requirements, quality and quantity, for each of the ships, aircraft squadrons and shore activities are documented in the SMDs (SHIP MANPOWER DOCUMENTS), SQMDs (SQUADRON MANPOWER DOCUMENTS) and SHMDs (SHORE MANPOWER DOCUMENTS). Manpower authorizations are established based upon the activity's documented manpower requirements and this information enters the POM development process via the manpower personnel management information system (MAPMIS). MAPMIS is discussed in chapter IV and manpower requirements are discussed in chapter V. The service POMs are usually submitted to JCS and OSD around the first of June. As one can probably imagine, POM development is a key evolution; it will be discussed further in chapter III. Therefore, the next programming document that will be discussed is the JPAM.

The Joint Program Assessment Memorandum (JPAM) is prepared by JCS and submitted to OSD after the POMs have been submitted. It replaced the Joint Forces Memorandum (JFM). The JPAM

evaluates the force structure and military strategy contained in the Service POMs and it measures the risk associated with these programs. Additionally, the JPAM makes recommendations to SECDEF for defense program improvement by describing the implications associated with the approval of POM programs at various funding levels. It provides SECDEF with advice concerning the service POMs and it's helpful when developing issue papers and making decisions on specific programs. "It includes a risk assessment based on an overview of the national military strategy and the force structure recommended in the POMs, as well as recommendations for improvements in the overall defense program through selection of certain programs at alternative POM levels."<sup>23</sup> After receiving the service POMs and the JPAM, OSD drafts issue papers which highlight SECDEF's opinion of the various POM programs, and forwards them to JCS, the Military Departments, the Office of Management and Budget (OMB) and the National Security Council. The interface of JCS and the National Security Council is depicted in Appendix D. The aforementioned organizations review and comment on the issue papers. Then, based upon the service POMs, JPAM and issue paper comments, the Secretary of Defense issues a series of program decision

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<sup>23</sup>Planning Programming and Budgeting System, Command Magazine, Vol. 2, No. 1, January 1979, American Forces Press-Service, Arlington, Va., p. 7.

memoranda (PDM). The PDMs are sent to JCS and the military departments for their review and comments.

Essentially, the Secretary of Defense reviews the Service POMs and the JPAMs and decides which programs should be funded. Then, SECDEF publishes the approved manpower levels (end-strength) for each Task and Support area in the Program Decision Memoranda (PDM). Task and Support areas are described in Chapter III. Each of the approved programs is analagous to a bank deposit, where the bank is comparable to the FYDP. Therefore, when SECDEF approves a program, he authorizes a certain level of end-strength for that program, by activity. So, when SECDEF approves a program, he makes a deposit in the FYDP bank. This deposit includes the funds and manpower end-strength necessary to support the approved program. In contrast, when a program is withdrawn or disapproved no deposit of funds or end-strength is made to the FYDP bank. Therefore, each of the military services may reclama the PDMs.

In addition to soliciting written comments, SECDEF schedules a series of reclama meetings with JCS and the service representatives in order to amend the PDMs. After considerable debate, the PDMs are amended and the amended program decision memoranda (APDM) are issued to the military departments. During the last PPBS cycle, SECDEF prepared a status report for the President after the APDM was written.

He described, "the major features of the Service POM submissions, the major issues that had been raised and their disposition, and an evaluation of the differences among defense programs available over a range of funding profiles."<sup>24</sup> Figure 2-4 is a summary of the major documents which are developed during the programming phase of PPBS. Once the APDM is issued, the programming phase is complete and the budgeting phase officially begins.

FIGURE 2-4

SUMMARY OF MAJOR DOCUMENTS DEVELOPED DURING  
THE PROGRAMMING PHASE OF PPBS

1. REPORT: POM (Program Objective Memoranda)  
DEVELOPED BY: Each of the military services  
WHEN: Annually (12 month evolution which is completed by the end of May).  
PURPOSE: Five year forecasts of the resources, manpower and capital, required to support approved programs.
2. REPORT: JPAM (Joint Program Assessment Memoranda)  
DEVELOPED BY: JCS  
WHEN: Annually (June)  
PURPOSE: a. Replaced the JFM (Joint Forces Memorandum)  
b. JCS evaluates the service POMs and makes recommendations to SECDEF
3. REPORT: PDM (Program Decision Memoranda)  
DEVELOPED BY: SECDEF  
WHEN: Annually (July-August)  
PURPOSE: a. Indicates which POM programs the SECDEF intends to approve.

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<sup>24</sup>Ibid.

- b. Promulgates tentative military manpower levels for each task and support area
- c. Creates a common medium for discussion for OSD, JCS and the military departments and agencies

4. REPORT: APDM (Amended Program Decision Memoranda)  
DEVELOPED BY: SECDEF  
WHEN: Annually (July-August)  
PURPOSE:
- a. Promulgates approved military manpower levels (end strength) for each task and support area
  - b. Approved end strength is entered into the FYDP and the Department of the Navy FYDP (DNFYDP).

#### E. THE BUDGETING PORTION OF PPBS

The President and OMB work together to establish the Presidential Budget Guidance. After the Presidential Budget Guidance is prepared, it is forwarded to OSD for review. Then, in August, the Secretary of Defense establishes and issues his budgetary guidance to the DOD components. The various DOD components have an opportunity to review the guidance but must submit their budgetary estimates to OSD by the first of October. Basically, the Navy's budgetary estimates, with respect to manpower, are developed in the following manner. Based upon the programs which were submitted and approved during the POM process, OPNAV develops an officer and an enlisted strength plan. The strength plans are based upon manpower requirements and these requirements will be discussed in chapter V. These plans are developed by pay grade and they consider variables such as: manpower accessions and losses (quality and quantity), promotion and advancement

goals, etc. The primary objective is to design a strength-plan which will support the established end-strength requirements. Then, man/year averages are computed for Officer and Enlisted personnel. NMPC7 (Navy Military Personnel Center) translates the man/year averages into budgetary costs and these costs are submitted to OSD as budgetary estimates. OSD analysts review the budget estimates and then a series of budget hearings are held to resolve problem areas. These hearings are attended by the Secretary of Defense, various DOD components and OMB. Then, by late October, the Secretary of Defense issues a series of program budget decisions (PBDs). "The PBDs address specific budgetary issues and are related to the appropriations and budget activity structure of the DOD."<sup>25</sup> Between October and December JCS and the DOD components have an opportunity to review and reclama the PBDs. SECDEF reviews all reclaims and issues revised PBDs where necessary. Unresolved issues are discussed at joint meetings by SECDEF, JCS and service representatives. The Secretary of Defense makes a decision on all budgetary issues and submits the proposed DOD budget to OMB for review and analysis. OMB then combines the DOD budget estimates with other federal budgetary inputs and presents the complete package to the President for his review and approval. Then, about mid-January,

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<sup>25</sup>Ruckert, W. C., Fiscal and Life Cycles of Defense Systems, Fourth Edition, General Dynamics Corporation, July 1977, p. 22.

the President submits his budget to Congress. This event completes the planning, programming and budgeting portion of the fiscal cycle. Figure 2-5 is a summary of the major events that occur during the budgetary phase of PPBS. After the President submits the National Budget to Congress, DOD must wait for Congress to complete the authorization and appropriation phases of the fiscal cycle. Once the President signs the appropriation bill, the apportionment phase begins. OMB establishes overall apportionment guidance. Then, OSD establishes the Defense Apportionment Guidance, DOD components submit apportionment requests and funds are distributed to the DOD components.

#### FIGURE 2-5

##### SUMMARY OF MAJOR EVENTS DURING THE BUDGETING PHASE OF PPBS

1. Services submit budgetary estimates to OSD by 1 OCT.
2. OSD analysts review the budget estimates.
3. OSD, OMB and DOD representatives attend hearings to resolve problem areas.
4. OSD publishes a series of PBD's (Program Budget Decisions) concerning various issues (late October).
5. JCS and services reclaim PBD's (October-December).
6. PBD issues resolved and the DOD budget is submitted to OMB. OMB analyzes the DOD budget for the President.
7. OMB combines the DOD budget with other budgetary estimates and presents the proposed National Budget to the President.

8. The President submits the National Budget to Congress (mid-January). The PPBS process is complete and the authorization phase of enactment begins.

#### F. SUMMARY

This chapter was an attempt to familiarize the reader with the Planning, Programming and Budgeting System as a whole. "PPBS is an evolving set of rules, relationships and events in which the major thrust is upon defining objectives, developing issues, engaging in creative conflict and reaching consensus."<sup>26</sup> Chapter III investigates the Navy's POM development process. POM development is particularly important because it involves the programming of DOD resources, manpower and capital, within fiscal and logistical constraints.

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<sup>26</sup>Director of Navy Program Planning (OP-090), Chief of Naval Operations, Manpower, Personnel, and Training Programming Manual, Part I, American Management Systems, Inc., Arlington, Va., p. I-2.

### III. NAVY POM DEVELOPMENT

#### A. BACKGROUND

The Program Objective Memoranda (POM) is a "document in which each military department and defense agency recommends and describes annually its total resource and program objectives. Program objectives are fiscally-constrained. To allow flexibility for each service to develop balanced programs, reallocation of funds is permitted between major mission and support categories."<sup>27</sup> The "POM year" is actually two fiscal years later than the current fiscal year, i.e., in FY79 POM 81 is prepared. The POM programs manpower resources for five fiscal years and it includes a planned projection of forces programmed for eight fiscal years.<sup>28</sup> Together, the service POMs form the basis for the DOD Five-Year Defense Plan (FYDF). The POM addresses many programs including: manpower, weapons systems and support resources. The POM Development process is very complex and it has been fraught with serious problems in the past.

More specifically, the Secretary of Defense rejected the manpower, personnel and training sections of the Navy's

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<sup>27</sup>OPNAVINST 1000.16D, Manual of Navy Officer and Enlisted Manpower, 30 July 1977, p. A-22.

<sup>28</sup>Ibid., p. 3-2.

POM-80, i.e., FY80 - FY84.<sup>29</sup> This occurred because the Navy submitted these sections late and they were inconsistent and inaccurate. As a result, the Navy has attempted to improve its POM development management process by redefining the roles and responsibilities of key participants and by establishing a formal communications network for key players. Additionally, American Management Systems Incorporated (AMS) was contracted by the Navy to document the steps in the manpower personnel and training (MPT) program development process.<sup>30</sup> Essentially, AMS was tasked with defining each step, key roles and responsibilities and publishing a users' manual for manpower, personnel and training (MPT) program development.

American Management Systems Incorporated performed the study and then published the CNO's Manpower, Personnel and Training Programming Manual. Part I is the Executive section and it is designed to provide the reader with an overview of the PPBS system as it relates to manpower, personnel and training (MPT). This section describes the chronology of key manpower, personnel and training tasks and it identifies key players and their responsibilities in the POM development

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<sup>29</sup>Chief of Naval Operations, Manpower, Personnel and Training Programming Manual, Part I, p. i.

<sup>30</sup>Ibid.

process. Part II is a working section and it was designed as a ready reference for POM development participants. It divides the MPT programming process into six distinct phases and the major tasks associated with each of the phases are described in detail. The six phases which are defined by the AMS report are: strategy development for the NAVY POM, development of issues for the CNO Program Analysis Memoranda (CPAMS), review and assessment of CPAMS, development and issuance of final programming guidance, presentation and assessment of Sponsor Program Proposals (SPPs), review of final POM and preparation of documentation and implementation and defense of the Navy Program. The Manpower, Personnel and Training Programming Manual is scheduled to be updated periodically and appears to be a good overall users' manual. However, the POM development process, as a whole, must be capable of reacting quickly to the DOD PPBS system, so periodic updates may not be sufficient. Therefore, changes are announced in "POM-serials" which are issued to key players frequently. "POM-serials" are discussed in the following section.

#### B. POM SERIALS

The PPBS system is a dynamic process which reflects "real time" policy decisions. Participants in the PPBS process must be kept abreast of policy changes and be capable of responding accordingly. Consequently, the

Director of Navy Program Planning (OP-090) publishes memoranda called POM serials. OP-090 is responsible for directing, supervising and coordinating the Navy's POM development effort and utilizes the POM serials as a communications device. POM serials are published throughout the POM cycle and each serial relays a distinct message to POM participants. For example: in August 1978, POM serial 81-1 promulgated OP-090's initial procedural guidance in preparation of POM 81. In September 1978, OP-090 decided to change his guidance for POM preparation. Therefore, he published a major revision to serial 81-1. POM 81-11 described OP-090's data collection requirements and POM-17 provided the guidance for preparation of Sponsor Program Proposals (SPPs). Although OP-090 publishes many serials during the course of a POM cycle, the aforementioned examples should give the reader some idea of the kind of information which is promulgated in the POM SERIALS. The main point that should be understood concerning POM serials is that a POM serial is a communications device. OP-090 uses POM SERIALS to promulgate guidance, procedural changes, schedule changes and many other types of information to the Navy's POM participants throughout the POM cycle.

#### C. KEY PARTICIPANTS IN THE NAVY'S POM DEVELOPMENT PROCESS

As described in paragraph B, the Director of Navy Program Planning, OP-090, is the focal point in the Navy's POM development process. (The manpower interfaces in the POM process are depicted in Appendix E.) "His responsibilities should be

to ensure that the overall POM is consistent and to develop force level/structural options as solutions to problems (e.g., inadequate/undesirable/infeasible MPT options)."<sup>31</sup> Ultimately, he controls all of the Navy's resources and is responsible for the allocation of these resources to the respective sponsors. Before describing the role of sponsorship in the POM development process, it is necessary to discuss the responsibilities of the Deputy Chief of Naval Operations, Manpower, Personnel and Training, DCNO (MPT), i.e., OP-01, and the Systems Analysis Division (OP-96).

OP-01 is the principal advisor to the Chief of Naval Operations (CNO) and Secretary of the Navy on all Manpower, Personnel and Training matters. (Appendix F depicts the organizational structure of the office of the CNO). OP-01 is responsible for determining the manpower requirements necessary to support various force structures and funding levels. OP-01 must evaluate and recommend solutions to key manpower, personnel and training (MPT) issues such as: recruit quality standards, women in the military, officer and enlisted recruiting, quality of life, aviator retention, etc. In support of the POM process, the Chief of Naval Operations has directed OP-01 to provide OP-090 with analysis support and recommendations on all matters pertaining to

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<sup>31</sup>Ibid., p. V i.

Manpower, Personnel and Training. Another key player in the Navy's POM development process is the Systems Analysis Division (OP-96).

The Chief of Naval Operations has directed OP-96 to provide him "with a system analysis capability to evaluate the relative effectiveness of alternatives in programs and program proposals and thereby to assist in the decision-making process."<sup>32</sup> The mission of OP-96 appears to be straightforward and well defined; such is not the case for the Navy organizations called "sponsors".

"The sponsors are, in effect, managers of 'pieces' of the Navy."<sup>33</sup> As defined in POM serial 81-1, there are currently four kinds of sponsors: Task, Resource, Appropriations, and Assessment. These sponsors are shown in Figure 3-1.

Task sponsor was a new title; it replaced the term mission sponsor. However, although the task areas were defined, task sponsors were not assigned during the POM-81 development process. Therefore, the resource sponsor will be discussed first. Appendix G contains a current listing of the task areas and resource sponsors.

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<sup>32</sup>Wedding, David A. and Hutchins Jr., Elmer S., Navy Manpower Planning and Programming: Basis for Systems Examination, NPRDC TR 75-19, October 1974, p. A-5.

<sup>33</sup>NAVMMACPAC, Navy Manpower Planning System (NAMPS), 1 August 1977, p. 22.

FIGURE 3-1

NAVY SPONSORS AND THEIR RESPONSIBILITIES IN THE PROGRAM OBJECTIVES MEMORANDA (POM) PROCESS  
(DCNO or DMSO)

TASK		RESOURCE	APPROPRIATION	ASSESSMENT
<u>Warfare</u>				
	<u>Functional</u>	<u>Supporting Warfare</u>		
Strategic		Surface Warfare	Shipbuilding & Conversion	MPT
ASW	MPT	Submarine Warfare	Navy Aircraft Procurement	Acquisition
AAW	R & D Support	Air Warfare	Other Procurement	Base Operating Support
ASUM	ADMIN & DOD Support	C <sup>3</sup>	Navy Weapons Procurement	Encroachment
Strike Warfare	Medical	Intelligence	Navy Research, Development, Test & Evaluation	Ship Maintenance & FMP
Amphibious Warfare		Undersea Surveillance/Oceanography	Navy Military Construction	Spares & Repair Parts
Mine Warfare		Personnel Support & Training	Navy Operation & Maintenance	Military Construction
Warships		Logistics	Navy Military Personnel	Conventional Ordnance
		Admin/DOD Support	Navy Military Construction	Energy Conservation
		R & D	Naval Reserve	Sustainability
		Military Assistance	Reserve Personnel	Electronic Warfare
		Medical	Navy Operation & Maintenance	OTH Targeting
		Consolidated Cryptologic Program	Naval Reserve	ASW
			Naval Reserve	NATO RSI

ADDITIONAL DETAILS ARE PROVIDED IN APPENDICES G, H, & I

The Resource Sponsor is either a DCNO or a DMSO. He is "responsible for an identifiable aggregation of resources which constitute inputs to Task accomplishment."<sup>34</sup> Resource Sponsors are responsible for assisting both OP-96 and the Task Sponsors in the preparation of CPAMs. They must prepare and present detail Sponsor Program Proposals formally to the PDRC (Program Development Review Committee), informally to OP-090 or as a memorandum summary as assigned by POM serial 901/582606. (The PDRC will be discussed later in this chapter.) Resource Sponsors must "program resources assigned to their respective areas, exercising necessary liaison with appropriate Resource and Appropriation Sponsors to ensure the submission of an effective and balanced program within assigned fiscal controls."<sup>35</sup> The Resource Sponsors represent the interface between OPNAV and the Naval Material Command (NAVMAT), and they are responsible for ensuring that all programs are structured and priced properly. Each Resource Sponsor must establish program priorities and alternatives within that organization's area of responsibility and must be responsive to the needs of the organization's claimants. The third type of sponsor is the Appropriations Sponsor.

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<sup>34</sup>OP-090, POM SERIAL 901/582606, POM 81-1, Enclosure 4, 22 September 1978, p. 1.

<sup>35</sup>Ibid., enclosure 1, p. 2.

The Appropriations Sponsors are either DCNOs or DMSOs that have been assigned the responsibility of managing an appropriation fund as depicted in Appendix H. They are experts in the budget review process and are responsible for analyzing all programs within their purview with respect to structure, pricing, rationale, and fiscal constraints. Essentially, they conduct a feasibility study for each program within their area of responsibility and advise the appropriate Task/Resource Sponsors as well as OP-090 of the results of their analyses. The fourth type of sponsor is the Assessment Sponsor. Current Assessment sponsors are listed in Appendix I.

Basically, the Program Assessment Sponsor is responsible for analyzing the Resource Sponsors' SPPs (Sponsor Program Proposals) and for the preparation and delivery of this analysis to the PDRC (Program Development Review Committee). Each Assessment Sponsor must be well versed in SECDEF, SECNAV and CNO guidance, and must be involved in the development of all CPAMs relating to that assessment area. The assessment sponsor must evaluate "the health of programs in the assigned area to: determine conformance with SECDEF/SECNAV/CNO guidance/interests."<sup>36</sup> Significant problem areas, including funding deficiencies, should be identified. Assessment sponsors should evaluate their overall program balance and

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<sup>36</sup>Ibid., p. 4.

recommend resource reallocation where appropriate. They should be particularly concerned about the "health of multi-sponsored programs"<sup>37</sup> and should be alert for inappropriate program priorities. As the reader has probably noticed, the responsibilities for sponsorship frequently overlap each other. Additionally, the flag officers who perform these functions are often "double-hatted." For example, OP-03 is an Amphibious Warfare and Mine Warfare Task Sponsor. OP-03 is also a Resource Sponsor (Surface Warfare) and Appropriations Sponsor for Ship Construction, Navy (SCN). Similarly, OP-01, OP-05 and others are assigned the duties and responsibilities associated with more than one type of sponsorship. Due to the complexity of this network of responsibilities, OP-090 decided that there were some programming actions which must be coordinated among sponsors, program coordinators, etc.

OP-090 coined, in the Navy, the term "co-sign check"<sup>38</sup> and identified three program change coordination areas: 1) Military (active and reserve), civilian and contract manpower, 2) ship maintenance and, 3) Naval Fleet Auxiliary Force. These are considered to be critical areas, and program changes that will effect these areas must be coordinated

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<sup>37</sup>Ibid., p. 5.

<sup>38</sup>Ibid., p. 5.

with OP-01. If a program change will influence ship maintenance, OP-43 should be advised. Similarly, if a program change is expected to impact on the Naval Fleet Auxiliary Force (NFAF), civilian manned ships, then it is to be coordinated with OP-04. The Director of the Naval Reserve (OP-09R) is another participant in the POM development process.

"OP-09R will monitor the progress of POM-81 development and coordinate with the Resource Sponsors to provide advice with respect to programming Reserve resources."<sup>39</sup> Resource Sponsors have been directed by OP-090 to insure that all matters concerning reserve resources are adequately addressed. Specifically, OP-09R is directed to work on reserve resources with OP-96 and the various other sponsors during SPAM development. The Director of the Naval Reserve (OP-09R) must provide the Resource Sponsors with a list of program priorities. These priorities will be used during the Sponsor Program Proposal (SPP) development process. OP-09R is responsible for evaluating the Sponsor Program proposals, with respect to reserve programs, and for submitting a written assessment of the SPPs to the Program Development Review Committee (PDRC). The Claimants are the next major POM participants to be discussed. A list of Navy Manpower Claimants can be viewed in Appendix J.

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<sup>39</sup>Ibid., Enclosure 1, p. 3

Manpower claimants are responsible for translating the manpower, personnel and training (MPT) needs of their subordinate fleet activities (ships, aircraft squadrons and shore activities) into POM issues. "The claimants interface directly with sponsors during POM development and provide supporting information to OP-090 to substantiate manpower resource requirements."<sup>40</sup> In addition to the previously described cast of POM participants, there are special committees and working groups.

There are two major committees involved in the POM process: The PDRC and the CEB. "The PDRC (Program Development Review Committee) is a flag level committee chaired by OP-090. The PDRC reviews each major step of the POM development process."<sup>41</sup> The membership of the POM-80 Program Development Review Committee (PDRC) is shown in Appendix K, and the POM-81 PDRC membership is shown in Appendix L. The PDRC is responsible for reviewing each CPAM (CNO Program Analysis Memoranda) before its presentation to the CEB (CNO Executive Board). Essentially, the PDRC "acts as the review/decision forum for SPPs and program assessments."<sup>42</sup> The second major committee is the CEB.

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<sup>40</sup>Wedding, David A. and Hutchins Jr., Elmer S., Navy Manpower Planning and Programming: Basis for Systems Examination, NPRDC TR 75-19, October 1974, p. 48.

<sup>41</sup>OP-090 POM SERIAL 901/582606, POM 81-1, 22 September 1978, p. 6

<sup>42</sup>Ibid.

The CNO Executive Board (CEB) consists of Deputy Chiefs of Naval Operations (DCNOs), Directors of Major Staff Offices (DMSOs) and Senior OPNAV officials. They serve as an executive advisory committee to the CNO. The CEB examines all CPAMS (CNO Program Analysis Memoranda) in terms of national objectives and fiscal constraints, and then makes appropriate recommendations to the Chief of Naval Operations. Two additional types of working groups (POM working group and Special working group) will be discussed next.

The POM working group is responsible for POM development. This group is chaired by OP-901 and its membership consists of representatives from the following organizations: NAVMAT, OP-01, OP-02, OP-03, OP-04, OP-05, OP-06, OP-09B, OP-09R, OP-094, OP-095, OP-098, OP-92, OP-96, OP-96(CNA),<sup>43</sup> OP-090, OP-009, and OP-93. Members of this group represent points of contact between OP-090 and sponsor organizations on all matters related to POM development. They are expected to "speak with the authority of the respective organizations on those matters."<sup>44</sup> There are also three types of Special Working Groups: RSI, TRAC and MPT.

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<sup>43</sup>CNA stands for Center for Naval Analysis.

<sup>44</sup>OP-090, POM SERIAL 901/582606, POM 81-1, 22 September 1978, p. 8.

Special working groups are designed to provide for program coordination and integration in cases where programming requirement responsibilities overlap both Task and Resource sponsors. The first special working group, RSI, is a NATO Related Standardization/Interoperability (RSI) panel. Past experience proved that it was necessary, during POM development, to identify and document all Navy programs that had NATO implications. This panel is co-chaired by OP-090 and OP-60. The second special working group is called TRAC.

The Training Resources Advisory Committee (TRAC) is co-chaired by OP-01 and OP-090. They "consider, staff and recommend training issues for inclusion in the Manpower, Personnel and Training CPAM and coordinate the development of the training portion of all SPPs."<sup>45</sup> Additionally, they assist OP-01 when preparing the Training Assessment presentation. The third special working group is the MPT working group.

The Manpower, Personnel and Training (MPT) working group is chaired by OP-90. It is responsible for developing the manpower and training programming guidance such that the POM-81 MPT program is structured, supported and priced properly. Now that the reader understands what POM development means and who the major participants are, the rest of this chapter will be devoted to describing the Navy's POM development process.

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<sup>45</sup>Ibid., p. 9.

#### D. THE NAVY'S POM DEVELOPMENT PROCESS

"In general, the development of the Navy POM will consist of three consecutive phases: The planning (CPAM) phase; the program formulation (SPP) phase; and the final POM development (End-Game) phase."<sup>46</sup> The POM cycle officially begins around September 29th with the preview CPAM and it officially ends around May 18th, when the POM is submitted to OSD. However, the Navy's POM development process is only one portion of the DOD Planning, Programming and Budgeting System and quite often schedules and submission requirements are revised. Essentially, DOD participants must try to anticipate all contingencies in order to comply with SECDEF, SECNAV and CNO guidance and schedule changes. That is why OP-090 prepares and publishes a tentative POM schedule, like the one in Appendix M. Although each POM cycle consists of a series of annual events that begin and end during a twelve month period, the overall POM development process is continuous. Chart 1 displays the POM-81 schedule of events.

After the service POM is submitted to OSD in mid-May, OP-090, OP-01 the MPT working group and other key personnel are responsible for evaluating the most recent MPT programming effort. The purpose of this evaluation is to identify and correct problem areas within the MPT programming process.

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<sup>46</sup>Ibid., p. 2.

CHART 1  
SCHEDULE OF SIGNIFICANT EVENTS  
POM-81

1978

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AUGUST

OP-96 acts on POMFEST recommendations  
POM SERIAL 901C/582607 18 Aug.  
PDMS

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SEPTEMBER

Net Assessment 15 Sept.  
Long Range Options 20 Sept.  
POM SERIAL 901/582606 22 Sept.  
Preview CPAM 29 Sept.

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OCTOBER

Service Budget Estimates  
OCT FYDP Update Mid-Oct.  
Promulgate DNPPG Mid-Oct.  
Promulgate RAD I Late Oct.

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NOVEMBER

Promulgate CPFG I/RAD II 1 Nov..

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DECEMBER

Submit Prioritized issues to Sponsors  
Promulgate CPPG  
Budget Decisions

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SCHEDULE OF SIGNIFICANT EVENTS  
POM-81

1979

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JANUARY

JSPD  
PDRC Review CPAMS  
CEB Review CPAMS  
Draft C.G.  
Pres. Budget  
JAN FYDP Update  
Submit Repricing to Resource Sponsors  
Promulgate RAD III

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FEBRUARY

CEB Review Summary CPAM I  
CPFG II/RAD IV  
SPP Presentations to PDRC

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MARCH

DON Response to Draft C.G. to OSD  
All SPP Data Bases Complete  
OPN/WPN Line-items to NAVMAT for repricing  
Commence Program Assessments  
Assessments Complete  
CEB Reviews Summary CPAM II  
Commence End-Game

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APRIL

OP-090 Appropriation Sponsor Reviews  
MPN/End-Strength Reconciliation  
Data Base Lock/Document, Review, Print POM

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MAY

Consolidated Guidance  
Submit POM to OSD

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JUNE

POMFEST

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JPAM

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JULY

POMFEST Results

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More specifically, analysts are tasked with evaluating the most recent POM cycle in terms of rationale and executability. They must determine, in terms of manpower, the feasibility of supporting the proposed MPT programs. They also assess the quality of the overall programming cycle. Then, in early June, the POM review festival (POMFEST) is held. The POMFEST provides key POM participants with an opportunity to discuss the strengths and weaknesses that they encountered during the last POM cycle. The intent is to avoid similar problems during subsequent POM cycles. POMFEST is usually completed by mid-June and a summary of POMFEST results is available by early July. OP-090 reviews the recommendations that were made during the POMFEST and implements appropriate changes to the MPT programming process by the beginning of August. However, the planning phase of the POM cycle does not officially begin until OP-901 publishes OP-090's Draft Program Objective Memorandum Procedures in POM SERIAL 81-1.

This year, POM 81-1, the draft program objectives memorandum, was published August 18, 1978. It described the Navy's overall POM development process and highlighted major procedural changes. This document identifies the Task, Resource, Appropriations and Assessment Sponsors and defines their responsibilities. Additionally, it includes a tentative schedule of major events during POM-81 development. The first significant event during POM-81 was the preview CNO Program Analysis Memorandum (CPAM).

The Preview CPAM was scheduled for September 29, 1978. It was prepared by OP-96 and was designed to emphasize the implications of current programs and investment policies. During POM-81, ten CPAM presentations were scheduled. As shown in Appendix N, the Preview CPAM was the only CPAM scheduled prior to January 2, 1979. Subsequent CPAMs will be discussed in the order in which they occur during the POM development cycle. The next significant event that occurred was the October FYDP update.

"The Five-Year Defense Program (FYDP) is updated in October, to reflect the DON (Department of the Navy) budget submission to OSD, and in January to reflect the President's budget submission to Congress. Concurrent with these updates, Resource Allocation Displays (RADS) are developed to display, in matrix form, the distribution of Navy resources in the FYDP by Warfare Task/Supporting Warfare Task/Functional Task and Resource Sponsorship."<sup>47</sup> Essentially, RAD I displays how the Navy's resources are allotted based upon the October FYDP, and RAD III does the same thing based upon the January FYDP. RAD II displays the CNO's fiscal guidance for the CPAMs and RAD IV displays the CNO's fiscal guidance for the SPP phase. After the October FYDP is updated, the Secretary of the Navy issues the DNPPG.

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<sup>47</sup>Ibid., p. 4.

The Department of the Navy Planning and Programming Guidance (DNPPG) highlights issue areas that should be considered during the current POM cycle. Early in November, the CNO promulgates CPFG I.

The CNO Program and Fiscal Guidance (CPFG I) provides fiscal guidelines to the Warfare Task, Supporting Warfare Task, Functional Task and Resource Sponsors when preparing CPAMs. The CPFG I also provides fiscal guidelines to sponsors when preparing the POM. "Fiscal guidance targets for the CPAMs will be displayed in RAD format as RAD II."<sup>48</sup> According to most references, CPFG I and RAD II are issued concurrently. Although POM guidance from SECDEF, SECNAV and CNO are prime considerations, the sponsor is also responsible for considering the needs of his claimants.

Therefore, early in December each Sponsor initiates a request for claimant inputs. These inputs represent feedback from Fleet Activities and are carefully considered. In fact, major issues that surface during this period are brought to the attention of OP-96 and could be addressed in the CPAMs. Additionally, about this same time, the CNO publishes the CPPG.

The CNO Policy and Planning Guidance (CPPG) is a list of top priority program issues. Therefore, it would probably

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<sup>48</sup>Ibid., p. 4

behoove OP-96 to insure that these issues are addressed in the CPAMs. During the POM-81 development process, ten CPAM presentations were scheduled.

The POM-81 CPAM presentations were as follows: CPAM review, Resource/strategic, command and control and intelligence (C<sup>2</sup>I), ASUW/STRIKE, ASW/AAW, Mining/amphibious, Fleet support/Force Levels, Manpower/Training, General Support and Logistics, and Summary CPAM I. "The CPAMs will assess the October 1978 FYDP, as modified by the DPSs (Decision Package Sets); develop alternative means for accomodating the fiscal targets assigned by RAD II; and assess the impact of each alternative."<sup>49</sup> The CPAM phase of the Navy's POM cycle is completed when Summary CPAM I has been presented to the PDRC, CEB and SECNAV. OP-96 reviews all of the CPAM issues and, based upon the draft consolidated guidance from OSD, presents the CNO with a list of satisfactory program alternatives. This list of alternatives is called Summary CPAM I. Appendix O displays some actual CPAM issues from the POM-81 cycle. After the CEB reviews Summary CPAM I, CPFG II/RAD IV are promulgated.

When examining the CNO's Program and Fiscal Guidance number two (CPFG II) and the Resource Allocation Display number four (RAD IV), the reader should realize that the

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<sup>49</sup>Ibid., p. 3.

Five-Year Defense Program (FYDP) data base was updated in January to reflect the President's budget submission to Congress (refer to Chart 1). Then, about mid-February the CPFPG II/RAD IV are promulgated. They provide CNO fiscal guidance for the development of Sponsor Program Proposals (SPPs).

The Sponsor Program Proposal phase or program formulation phase was divided into four steps during POM-81: "SPP development; data base completion and review; program assessment; and CNO/SECNAV review."<sup>50</sup> Resource sponsors must generate Sponsor Program Proposals (SPPs) in accordance with the policies and priorities which are established by the CNC. These policies and priorities are published in CPFPG II. Each SPP is developed for three fiscal levels: minimum, basic, and enhanced, and Resource Sponsors must be prepared to defend their programs at all three levels. Program proposals are evaluated by the PDRC in terms of balance, executability, pricing, manpower, training, logistic support, installation and operating costs. As specified by POM serial 81-1, some of the Resource Sponsors are required to make formal SPP presentations to the PDRC, some will make informal presentations to OP-090, and others will submit a memorandum to OP-090 and the PDRC concerning their program proposals. After the SPP presentations have been made, Resource Sponsors are

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<sup>50</sup>Ibid., p. 5.

responsible for insuring that their data bases are verified and updated. Then the sponsor's data bases are "locked" or frozen so that they "provide a stable base for program assessments."<sup>51</sup> The next step is program assessment.

Formal program assessments are conducted by Assessment Sponsors. Each Assessment Sponsor is assigned an area, e.g., manpower, personnel and training, to evaluate. The POM-81 Assessment Sponsor assignments are listed in Appendix I. As previously described, formal program assessments are particularly concerned with the balance and overall health of proposed programs. They must conform to SECDEF, SECNAV and CNO guidance and fiscal constraints. The assessments should identify potential problem areas, such as funding deficiencies, and they should recommend reprioritization when appropriate. Then, the Sponsor Program proposals, program assessments and the unresolved PDRC issues are combined and presented to the CNO and SECNAV for approval or resolution. This phase yields Summary CPAM II. After Summary CPAM II has been presented and all major issues have been resolved, the "end-game" phase begins.

End-Game is the final phase of POM development. It "consists of an iterative process involving program trade-offs to accomodate minor repricing of procurement programs,

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<sup>51</sup>Ibid., p. 7.

the establishment of appropriation controls to enhance balance and budget feasibility, the establishment of an executable and defensible total manpower program, and adjustments to size the total program within OSD fiscal guidance controls and to achieve overall program balance."<sup>52</sup> End-Game for POM-81 began in late March and the POM was scheduled for submission to OSD on May 18, 1979. After the POM is submitted to OSD, the entire process starts all over again in June with the POM-83 POMFEST.

#### E. SUMMARY

The Program Objectives Memorandum is a vehicle which is used by DOD, including the Navy, to program total resources for five years at a time. It is an extremely complex process which requires a year to complete. The process has three primary phases. The three POM phases are: CPAM, SPP and End-Game. Each phase involves the coordination and cooperation of a myriad of personnel from all levels within the Department of the Navy. Chapter IV will describe some of the "behind the scenes" support functions which provide the POM development process with useful information.

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<sup>52</sup>ibid., p. 7.

#### IV. MANPOWER SUPPORT FUNCTIONS/SUBSYSTEMS

##### A. POM MANPOWER DATA FLOW

"The PPBS is defined as being an 'integrated system for the establishment, maintenance, and revision of the FYDP and the DOD Budget.'"<sup>53</sup> As previously described in Chapter II, the PPBS System requires each service to plan and program its manpower and material resources five years in advance. The planning and programming process necessitates the preparation and exchange of information among various levels of each DOD component. This information is presented as documents and reports and is used by the Sponsors, CNO and OSD to make major decisions concerning the Navy. These decisions are far-reaching and it would be beneficial for the reader to become familiar with the types of data available and the computer models utilized to obtain this data. Since much of this data is generated as a result of the POM cycle, the following paragraphs will describe the Navy's Manpower data flow process during POM development. This process is depicted in Figure 4-1. As the reader can see, there are two sides to this diagram, representing OP-01 events and OP-090 events. This discussion will describe the entire diagram and will begin with the January FYDP.

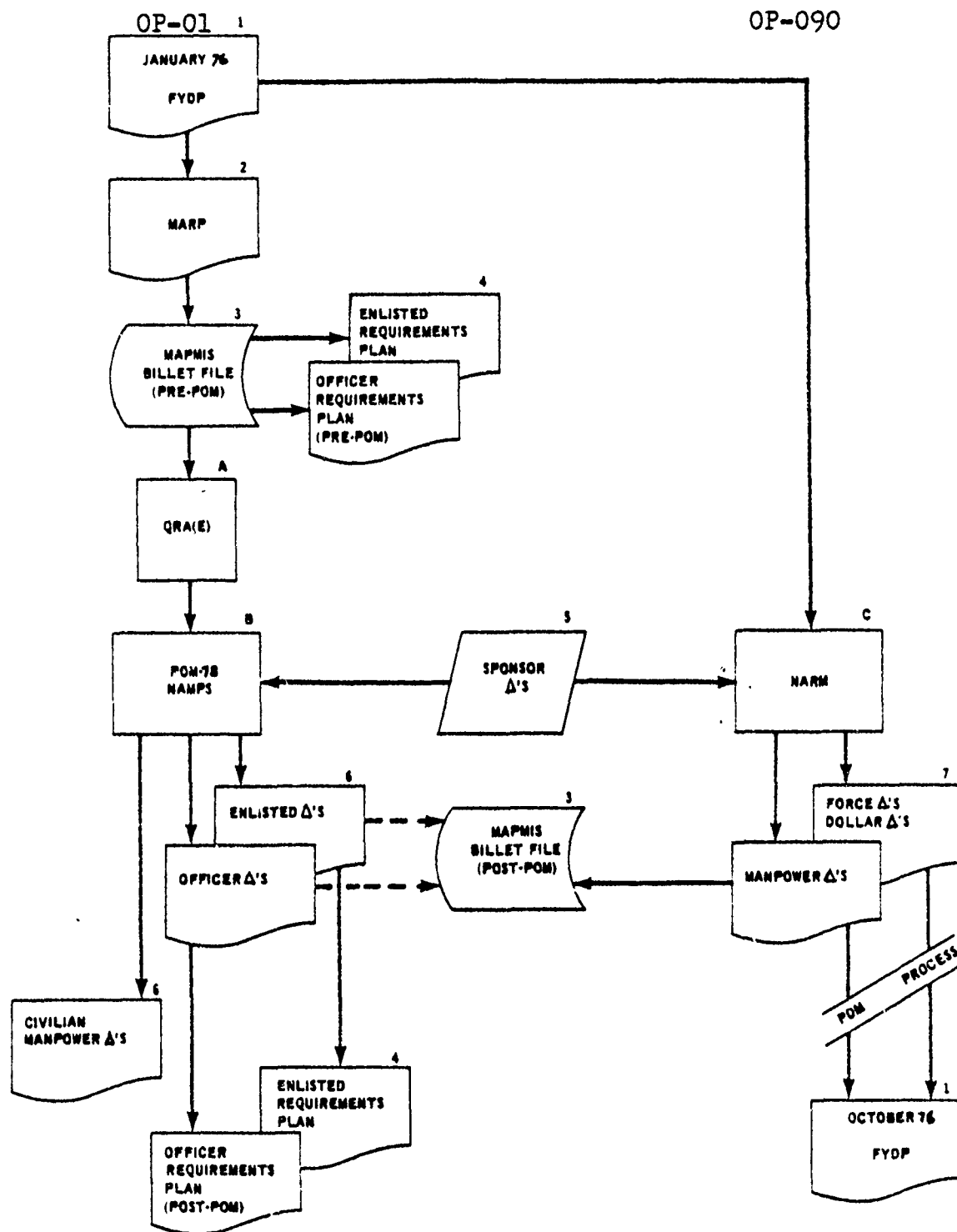
The January FYDP is a data base which "reflects the budget

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<sup>53</sup>NAVMMACPAC, Navy Manpower Planning System (NAMPS), System Description, 1 August 1977, p. 28.

Figure 4-1

PPBS/POM MANPOWER DATA FLOW



SOURCE: NAVMMACPAC, Navy Manpower Planning System (NAMPS),  
System Description, 1 August 1977

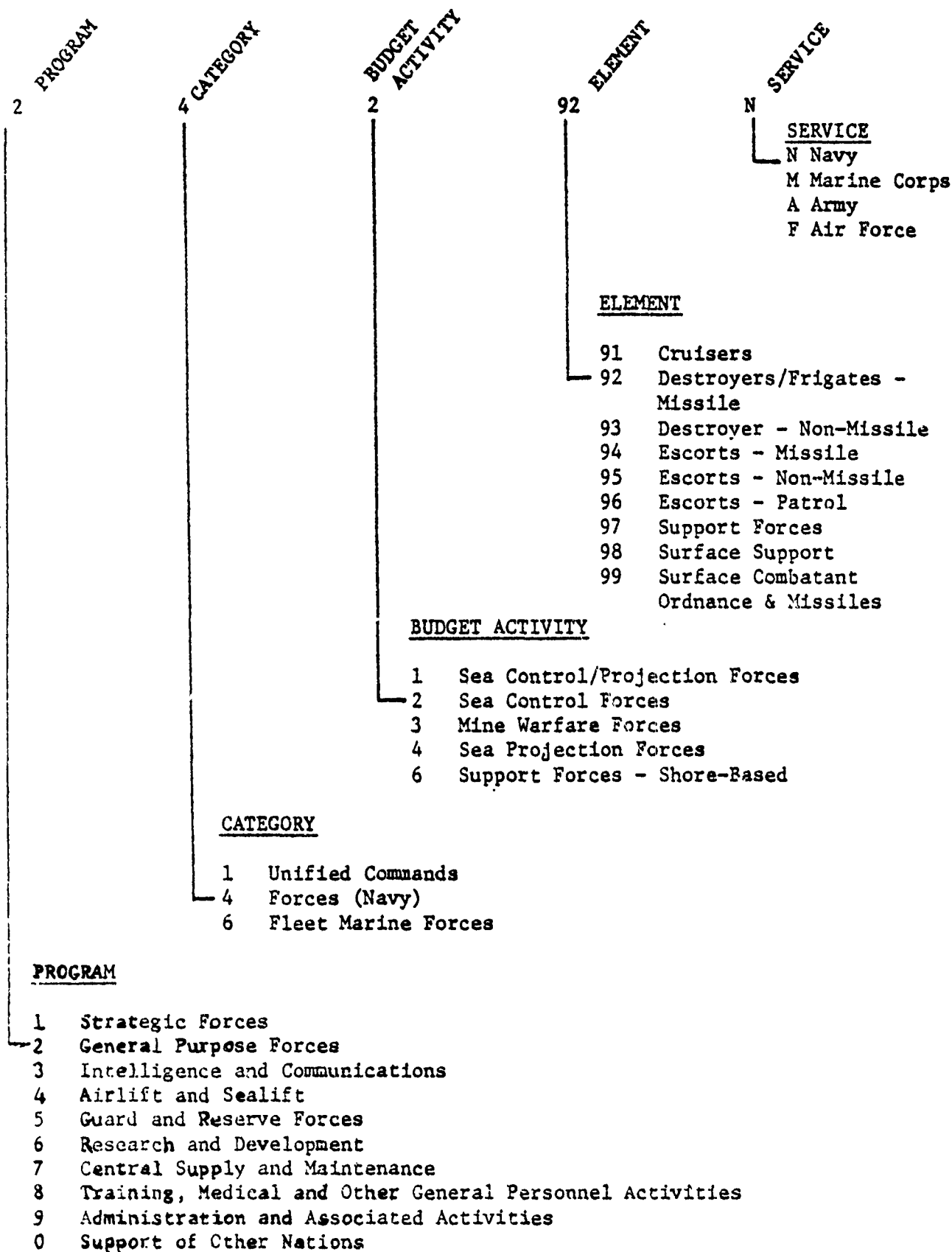
decisions of SECDEF and serves as the basis for the next POM cycle."<sup>54</sup> For example, the Secretary of Defense submits the DOD budget for FY 1980 during January 1979 (FY79) to the OMB/President. The January 1979 FYDP is updated to reflect SECDEF's current program budget decisions (PBDs). Then, after being updated, the January 1979 FYDP becomes the basis for POM 81. The FYDP data base contains the manpower end-strength (number of Officers and number of Enlisted) and the dollars authorized from FY 1962 to the current fiscal year plus five years. Additionally, force authorizations are displayed for the FYDP plus three years (current fiscal year plus eight years). The FYDP is composed of program elements. "A Program Element is a description of the mission to be undertaken and a collection of the organizational entities identified to perform the mission assignment."<sup>55</sup> Program elements are assigned a six digit alpha-numeric code based upon program type, category, budget activity, element and service. Figure 4-2 demonstrates how the Program Element alpha-numeric code is determined for an Adams Class Guided Missile Destroyer (P.E. 24292N). Essentially, the Navy's resources (forces, dollars and manpower) are divided up according to their program element and these

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<sup>54</sup>Ibid., p. 21.

<sup>55</sup>Ibid., p. 28.

Figure 4-2  
 Example of Program Element Numbering  
 (for Adams Class Guided Missile Destroyers)  
 P.E. 24292N



SOURCE: NAVMMACPAC, Navy Manpower Planning System (NAMPS),  
 System Description, 1 August 1977

program elements are stored in the FYDP data base. The Department of the Navy Program Information Center (DONPIC) publishes the FYDP, as it pertains to the Navy, and this is called the DNFYP (Department of the Navy Five Year Plan). The term FYDP refers to the aggregate DOD five year defense plan and DNFYP refers to the Navy's portion of the FYDP. Since the FYDP and DNFYP mean practically the same thing, no further attempt will be made in this thesis to differentiate between the two. Therefore, referring to Figure 4-1, the discussion of the Navy's POM, Manpower, data flow process will continue with the MARP.

The Manpower Allocation Requirements Plan (MARP) is an accounting tool which "spreads officer and enlisted end strength numbers among Naval activities; however, it does not identify the billet quality."<sup>56</sup> Essentially, the MARP is a data base. It is also called the "A tape", and shows how the approved end strength (officer and enlisted) is divided up among Naval activities. It shows the total number of officers and enlisted personnel which are assigned to each activity, but does not identify personnel quality by rank or pay grade. However, depending upon the activity and the manpower resources available in the Navy's inventory, the number of officers and enlisted personnel actually assigned

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<sup>56</sup>Ibid., p. 31.

as reflected in the MARP, may be fewer than those required by the activity's SMD, SQMD, or SHMD. That is, if the manpower resources are not available, they can not be assigned. The MARP is also called the P-MARP or Peacetime MARP. Other variations of the MARP are: M-MARP (the Mobilization Allocation/Requirements Plan), CIV-M-MARP (Civilian Mobilization Manpower Allocation/Requirements Plan) and MOBCON (Mobilization Construction Plan). The next flow point in the POM data flow process is the MAPMIS billet file (pre-POM).

The Manpower Personnel Management Information System (MAPMIS) is a data base or billet file (BF). It is sometimes referred to as the "B tape" and the term MAPMIS is used to describe three kinds of MAPMIS billet files. It contains the activity, officer billet, and enlisted billet files and this information is used to prepare activity manpower authorizations (OPNAV form 1000/2). Manpower requirements, as determined by the SMD, SQMD and SHMD documents, form the basis for the preparation of manpower authorizations. "Manpower authorizations reflect the number and the quality of officer and enlisted billets each activity is authorized. For our purposes here, the Billet File can be viewed as a repository for the Manpower Authorizations for all naval activities."<sup>57</sup> Under ideal conditions, the end strength by activity reflected in the MARP and MAPMIS should be equal.

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<sup>57</sup> Ibid., p. 32.

However, they usually differ. Therefore, a monthly computer exception report is published to show where the differences occur. These exceptions are printed by activity (not by billet) and the report does not explain the differences. It merely identifies them. However, analysts can usually identify the factors causing the differences by studying the report. For instance, the exception report may show that two activities with comparable size and mission differ significantly with respect to the total number of billets that each are authorized to have. Essentially, the exception report tells the manpower analyst that there may be a problem and it is his/her responsibility to define the problem and rectify the situation. Additionally, throughout the PPBS process, as a result of policy decisions by the President, Congress, CNO or Sponsors, programs are added to or cut from the FYDP. Manpower resources are prioritized and a request for additional manpower is called an increment. In contrast, "decrements are most often used by Sponsors to pay for other programs of higher priority, or to readjust priorities or to recognize facts of life situations."<sup>58</sup> Now, the Enlisted Requirements Plan (ERP) and the Officer Requirements Plan (ORP) will be discussed.

Early in FY79, the ERP and ORP had their names changed. These reports are now called the Enlisted Programmed

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<sup>58</sup> OPNAVINST 1000.16D, Manual of Navy Officer and Enlisted Manpower, 30 July 1977, p. A-6.

Authorizations (EPA) and the Officer Programmed Authorizations (OPA). However, the content of each report remains the same. These reports are based upon the MAPMIS billet file and they indicate the pay grade/rank, skills/designators and specialties required for enlisted and officer personnel for five consecutive fiscal years. Appendix P was extracted from the FY79-FY83 OPA. The next flow point in Figure 1 is something called the QRA (Qualitative Requirements Application).

The QRA (E), enlisted, and QRA (O), officers, are prepared by the Naval Command Systems Support Activity (NAVCOSACT) and their purpose is "to determine the differences between the MARP authorized end strengths and summarized Billet File data for current year plus the next four. These differences are distributed by rate and rating so that the QRA data base matches the FYDP manpower quantities."<sup>59</sup> Basically, this process consists of gathering the information contained in the Enlisted Programmed Authorizations (EPA) and the Officer Programmed Authorizations (OPA) and punching the information onto computer cards. These cards are taken to a contractor (currently B-K Dynamics, Inc.), where the data are re-formatted and inserted into the Navy Manpower Planning System (NAMPS).

NAMPS is a computerized system which enables the Navy to track program changes throughout the POM cycle. "Resource sponsors originate program changes as a result of reevaluations

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<sup>59</sup>NAVMMACPAC, Navy Manpower Planning System (NAMPS), System Description, 1 August 1977, p. 32.

of the threat or altered operational requirements. During the POM (development process), manpower information associated with these program changes is computerized and applied to a base derived from the FYDP in a series of NARM and NAMPS models to provide decision support and analysis. Potential manpower requirements vs. personnel inventory imbalances are identified and marked for resolution."<sup>60</sup> The NAMPS system is an evolutionary process with three major phases: Mini-NAMPS, Interim NAMPS and NAMPS. Each of these phases will be described later in this chapter. As the reader can see, Sponsor Deltas (or changes) are direct inputs into both the NAMPS (OP-01) and the NARM (Navy Resource Model - OP-090) systems.

Manpower Analysts in OP-01 receive the Sponsor Deltas and look for problem areas, such as: grade creep, too high of a top six ratio, inverted pyramid with respect to rank structure, etc. After locating problem areas, analysts usually contact the Sponsors concerned. Analysts describe the problem and its implications to the Sponsor, and recommend corrective measures. Sometimes, the problem can be resolved at this level; other times more senior personnel must become involved. After all of the problem areas have been resolved, the officer, enlisted and civilian deltas, and activity

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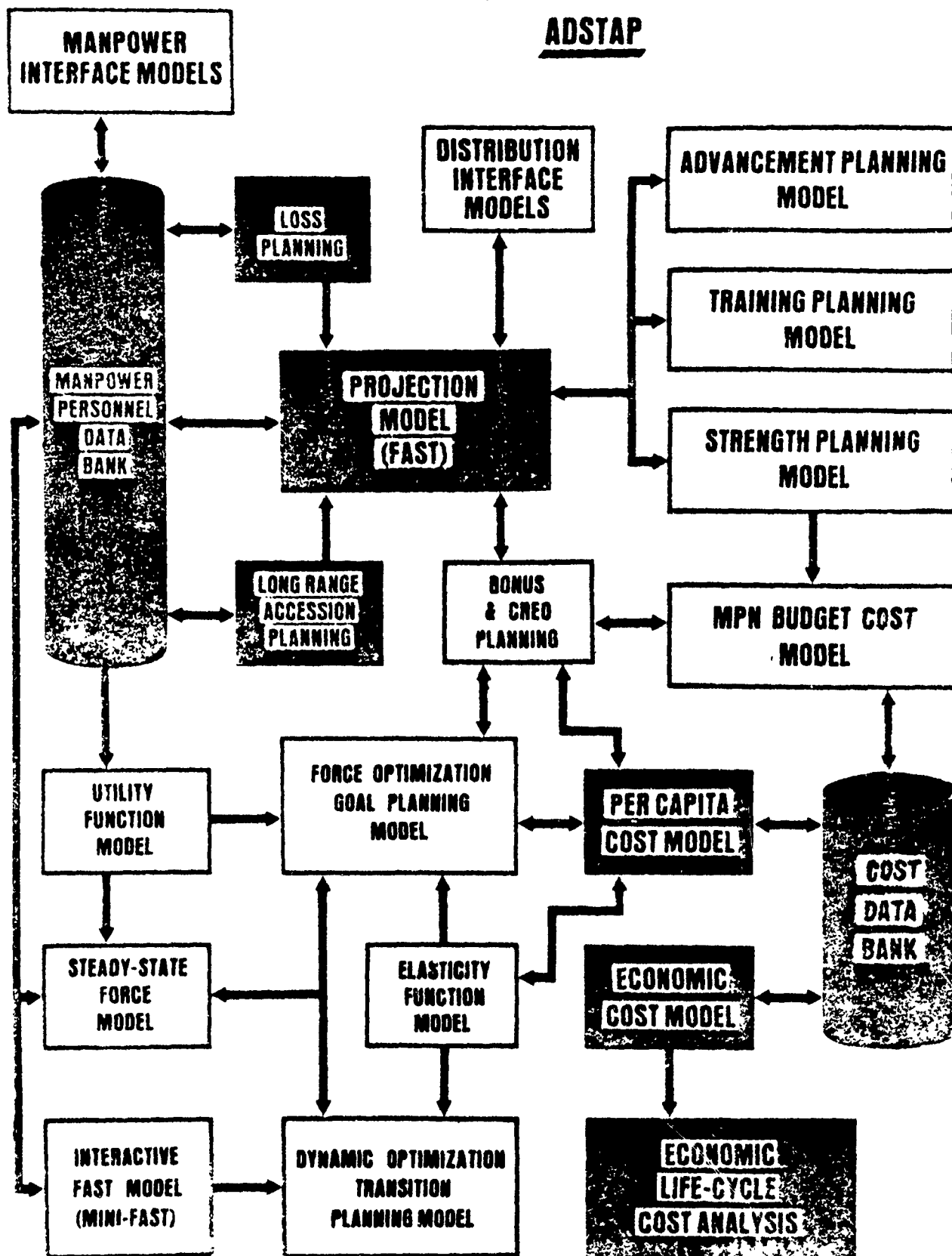
<sup>60</sup> NAVMACPAC, The Navy Manpower Planning System (NAMPS) Reference Guide, POM-81, p. ii.

level quality and quantity, are sent back to MAPMIS to update the MAPMIS billet file. Additionally, the OPA (Officer Programmed Authorizations) and the EPA (Enlisted Programmed Authorizations) are updated based upon the Sponsor deltas. Before moving to the OP-090 side of Figure 4-1, the Enlisted Force Management System will be discussed.

The Enlisted Force Management System is also called ADSTAP (Advancement, Strength and Training Planning Program). The ADSTAP system contains a Personnel Inventory Analysis, Inputs, Training and Losses Required Models, as well as a total enlisted Military Pay Navy (MPN) budget cost model of the Navy Manpower Planning System (NAMPS). The Enlisted Force Management System is depicted in Figure 4-3. This system involves the interaction of several models and a discussion of these models is beyond the scope of this thesis. However, the reader should be aware of the four primary functions of the Enlisted Force Management System; as defined by the Navy Manpower and Material Analysis Center, Pacific (NAVMMACPAC):

1. Defines the optimum enlisted personnel force.
2. Measures and projects the existing enlisted personnel inventory.
3. Calculates and compares the relative worth of projected existing force to the optimum forces.

Figure 4-3  
**ENLISTED FORCE MANAGEMENT SYSTEM**



SOURCE: NAVMACPAC, Navy Manpower Planning System (NAMPS),  
System Description, 1 August, 1977

4. Devises alternative policies to shape the desired enlisted force.<sup>61</sup>

Now the FAST model will be described.

The Force Structure Projection Model (FAST) is part of the Enlisted Force Management System. Essentially, this model simulates enlisted manpower flows through the current personnel system based upon current and proposed plans and policies. More specifically, the FAST model creates enlisted strength plans by pay grade and determines the monthly accessions and losses necessary to meet the approved end strength. Ultimately, the Enlisted Force Management System determines the average cost per man/year to support the approved force structure and those costs are submitted to OSD as budget estimates. OP-130 is responsible for costing out the man/year cost averages for officers and OP-135 is responsible for the enlisted computations. Although OP-01 is the principal advisor to the CNO and SECDEF on all Manpower, Personnel and Training Matters, OP-090 (Director of Navy Program Planning) also participates in the manpower planning and programming process, as depicted in Figure 4-1.

OP-090 is responsible for coordinating the preparation and development of the Navy's POM. He must insure that the programs therein are consistent and balanced. Ultimately,

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<sup>61</sup>NAVMMACPAC, Navy Manpower Planning System (NAMPS). System Description, 1 August 1977, p. 103.

he controls all of the Navy's resources and is responsible for the allocation of these resources to the respective sponsors. OP-090 receives information from the Navy Resource Model (NARM). "The model is used to keep track of sponsor deltas to all resources -- dollars, forces, and manpower -- as well as to compute related support deltas."<sup>62</sup> However, this information is much less detailed than the OP-01 NAMPS data, i.e., NARM information extends to the Program Element level while NAMPS data extends to the activity level. OP-090's staff uses the NARM data as an input when it computes the average officer and average enlisted costs. This cost figure is much less accurate than the FAST computation; because FAST computes man/year cost averages by pay grade. Whereas, NARM does it for the average Naval officer and the average Naval enlisted person. "Force, Dollar, and Manpower Deltas from the NARM reflect that system's summary capability. Manpower Deltas to the allocation of numbers of officers and enlisted were aggregated to the Program Element level and were forwarded to MAPMIS as the prescribed Billet File quantitative update."<sup>63</sup> These changes are used to update the DNFYP (Department of the Navy Five Year Plan). Additionally, after the Secretary of Defense issues his program decision memoranda (PDMs), NARM data is used to update the October FYDP. This

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<sup>62</sup>Ibid., p. 32.

<sup>63</sup>Ibid., p. 33.

concludes the general discussion of POM, manpower data flow. The next section of this chapter will describe the NAMPS system (The Navy Manpower Planning System).

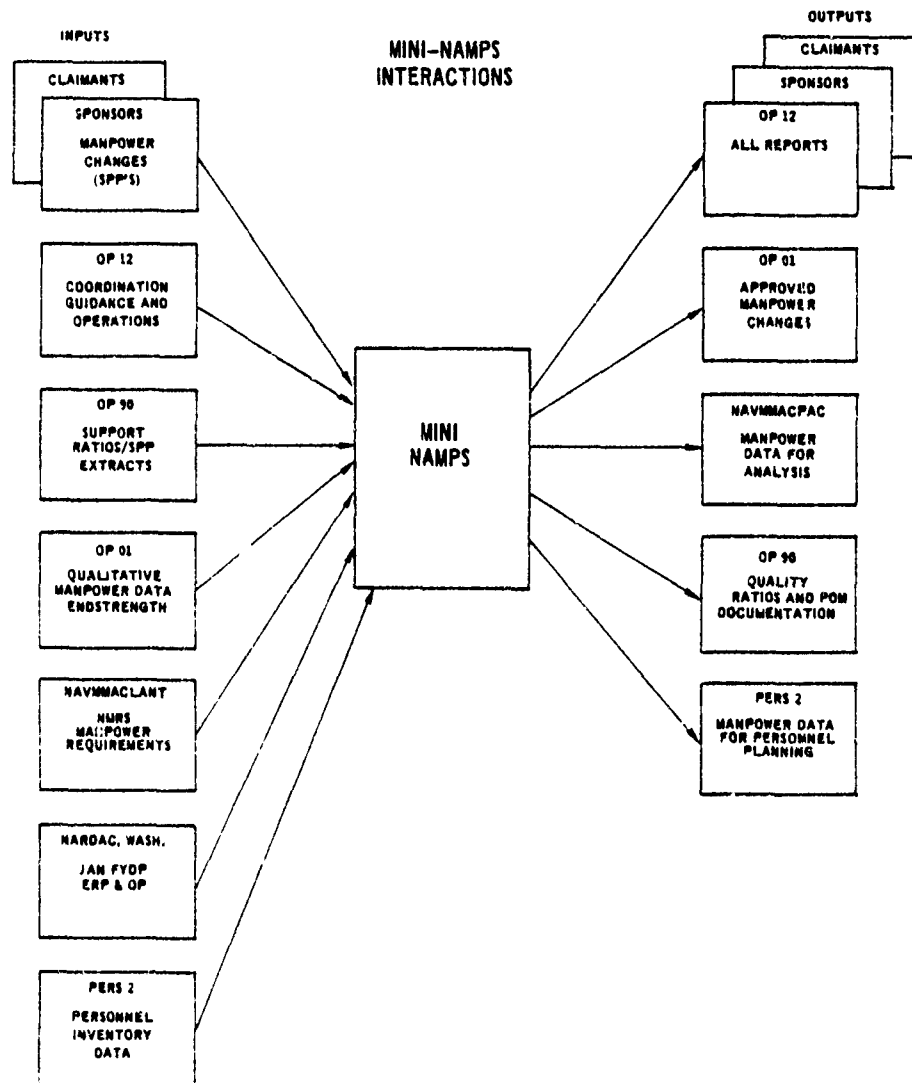
#### B. NAMPS (NAVY MANPOWER PLANNING SYSTEM)

NAMPS is a management information system which was designed by B-K Dynamics to help Sponsors coordinate their decisions while managing manpower resources. Figure 4-4 depicts mini-NAMPS interactions. During POM development, there are numerous Sponsor deltas and each of them have manpower implications, i.e., any time an activity's mission, operational requirements or operational capabilities change, so do the manpower requirements. Therefore, the Navy needed a system which would provide the decision maker with real time information concerning the impact of program changes. This system is NAMPS. However, due to various constraints, the NAMPS system implementation was scheduled to evolve in three distinct phases: Mini-NAMPS, Interim-NAMPS and NAMPS. Mini-NAMPS was implemented during the POM-77 development process. "Manpower changes prior to POM-77 were processed in an environment where individual sponsors stated their needs but there was no mechanism to collect and correlate the information during the POM and evaluate all the cumulative effects on the Navy personnel inventory."<sup>64</sup> Although Mini-NAMPS

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<sup>64</sup>NAVMACPAC, The Navy Manpower Planning System (NAMPS), Reference Guide, POM-81, p. I-1.

Figure 4-4



SOURCE: NAVMACPAC, The Navy Manpower Planning System (NAMPS), Reference Guide (POM-81).

has limited capabilities, it has proved to be quite useful during the POM development process. Originally, Mini-NAMPS performed three major functions:

1. Tracked and coordinated qualitative and quantitative manpower requirements of SPPs (Sponsor Program Proposals).
2. Sponsor Program Proposals were applied to the January FYDP and a report of manpower and personnel implications was printed.
3. Mini-NAMPS data were used to justify the POM.<sup>65</sup>

Since POM-77, Mini-NAMPS has been given expanded capabilities:

1. It tracks military and civilian manpower incremental change requests during POM development.
2. It aggregates military and civilian requirements which result from specific requests.
3. It develops critical rating ratios.
4. It displays manpower requirements, inventories and authorizations in a format which facilitates review and analysis.
5. Mini-NAMPS assesses the feasibility of supporting tentative manpower programs based upon current inventories.

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<sup>65</sup>Ibid.

6. It can provide 51 different output reports upon request.<sup>66</sup>

Figure 4-5 is an example of some of these reports. Mini-NAMPS supports the POM in three phases.

The first phase is called "Start Base Generation" and it occurs prior to and during the CPAM (CNO Program Analysis Memorandum) phase. During this period, a data base is prepared. This data base consists of known manpower requirements, personnel inventory projections, and constraints (end strength, grade ceilings, etc.). Phase II is called "Delta Feasibility Assessment."

"The Delta Feasibility Assessment involves processing and organizing manpower change requests, calculating 'support' loads and creating a comprehensive file of manpower 'Deltas', cross referenced by sponsor, claimant, program, activity/unit, and manpower classifications."<sup>67</sup> All of the variables associated with Delta feasibility assessment are reviewed in various combinations by manpower analysts. During this analysis, programs are adjusted and then approved or disapproved based upon their ability to comply with fiscal and resource constraints. Then phase III begins.

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<sup>66</sup>NAVMAC PAC, Navy Manpower Planning System (NAMPS), Interim NAMPS Functional Description, 30 June 1978, p. 16.

<sup>67</sup>Ibid.

Figure 4-5

Outputs

The Mini-NAMPS has available over fifty different types of output available on demand. The following are a few sample outputs from POM-80 Mini-NAMPS. These products are similar to those which will be available during POM-81. The legend used in graphs is:

"R" = Requirements

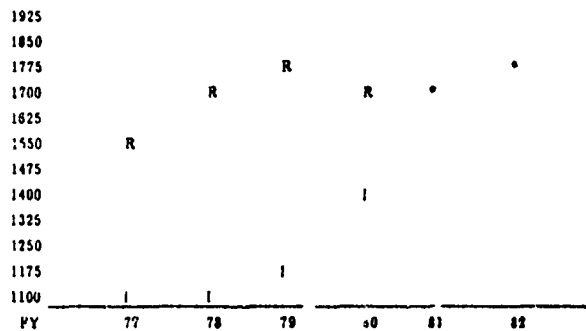
"I" = Projected Inventory

\* = Coincidence between two or more values.

These graphs show a progression from All Navy Enlisted totals to specific problem areas at the group and rating paygrade level.

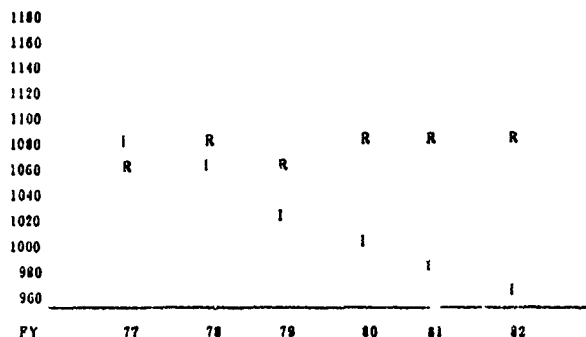
RATING TD

TOTAL in Group IX (AVIATION)



This graph shows one specific rating within Group IX, and the associated requirements inventory disparity.

RATING YN



Finally, the above is an example of a rating requiring management resolution to either curb a trend of declining inventory or to reduce outyear requirements.

SOURCE: Navy Manpower and Material Analysis Center, Pacific  
The Navy Manpower Planning System (NAMPS), Reference Guide  
 POM-81.

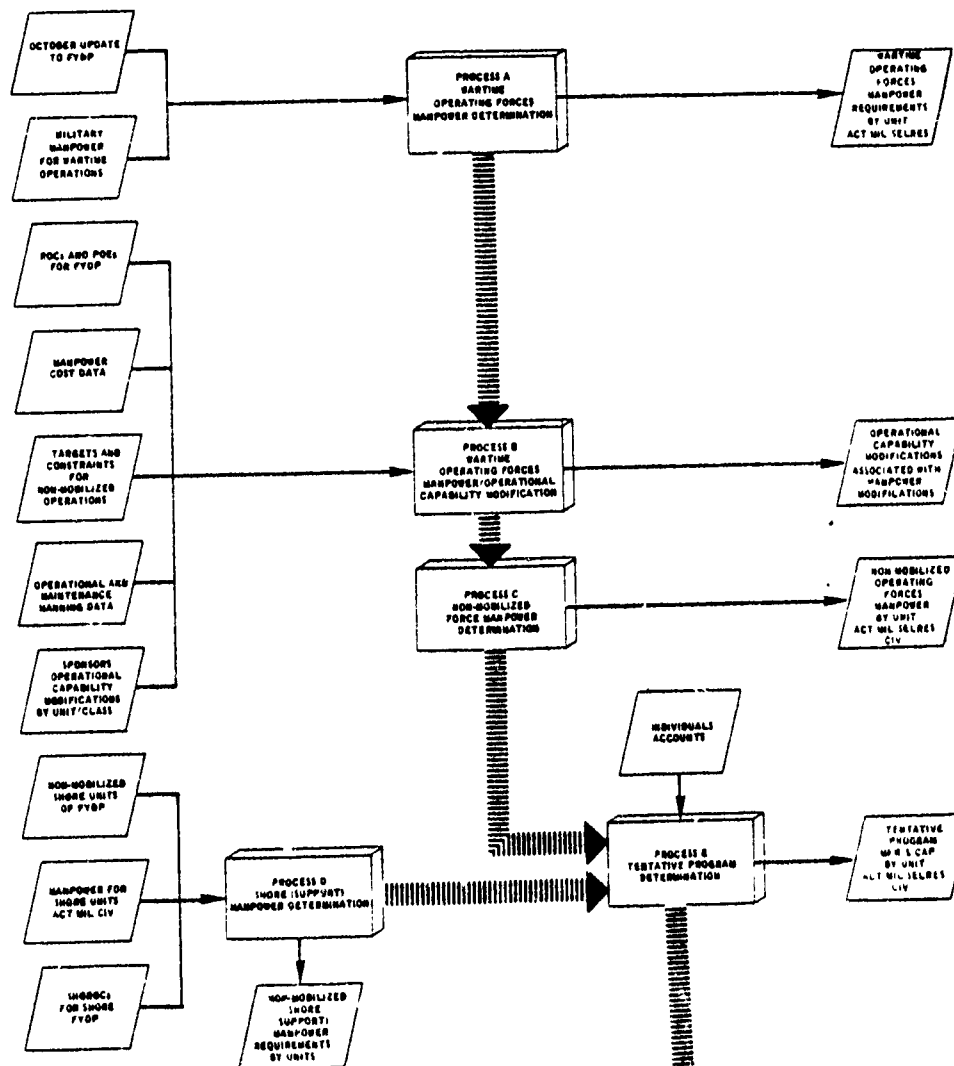
During phase III, the results of the various program changes are stored in data files. Hard copy reports, stating the results of these changes are distributed to the Claimants and Sponsors for informational purposes; and costing information is used to prepare the service budgetary estimates. However, Mini-NAMPS has some serious shortcomings.

The Mini-NAMPS system is batch oriented vice interactive, and it does not consider all elements of the total force. This system is based upon authorizations instead of requirements, therefore, it does not support Zero Based Budgeting (ZBB). The Mini-NAMPS system was designed to support the POM development process, while a more enhanced version of the system, called interim NAMPS, was being designed. Mini-NAMPS was scheduled for use during POM-77, 78, 79 and 80, and interim NAMPS was scheduled for implementation during POM-81. However, interim NAMPS failed to meet the POM-81 target date, so an enhanced form of Mini-NAMPS was utilized instead. Nevertheless, interim NAMPS is now scheduled for implementation during POM-82.

Figure 4-6 is a generalized data flow diagram for interim NAMPS. Interim NAMPS is considerably more complex than the Mini-NAMPS system and is being designed to accomplish numerous objectives. The Secretary of the Navy expects interim NAMPS to "provide a system for the aggregation of manpower requirements information at the various levels above activity level,

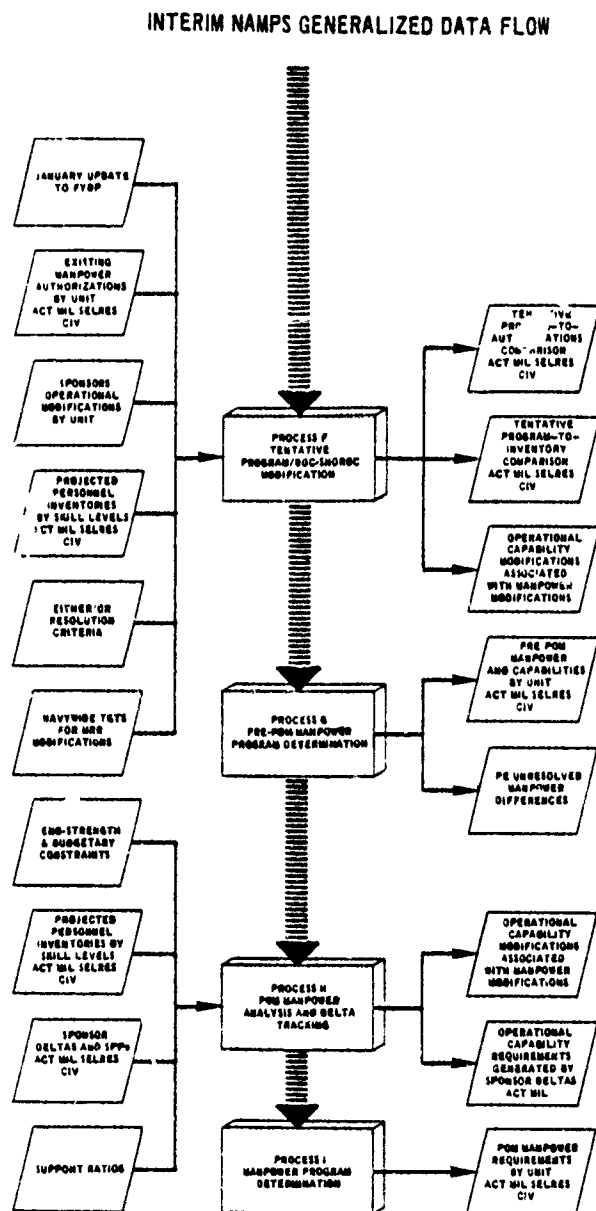
Figure 4-6

INTERIM NAMPS GENERALIZED DATA FLOW



SOURCE: NAVMMACPAC, The Navy Manpower Planning System (NAMPS), Reference Guide (POM-81).

Figure 4-6



SOURCE: NAVMACPAC, The Navy Manpower Planning System (NAMPS), Reference Guide, (POM-81).

to support and justify Navy manpower requirements during all stages of the Planning, Programming and Budgeting System (PPBS).<sup>68</sup> SECNAV wants the system to react quickly to management queries and to provide reliable planning information to Sponsors, so they can quickly assess the impact of policy decisions. Additionally, SECNAV wants interim NAMPS to relate shore-based support manpower requirements to fleet demands. Now, the performance requirements for interim NAMPS will be summarized.

Interim NAMPS will be required to accept military (active and reserves) and civilian data from other automated systems as well as from users. This information will be used for planning and management of the Total Force. It will track manpower requirements during Pre-POM, Mid-POM and Post-POM phases for the total force, operating forces and Shore Establishments. It will "provide an automated system to express and account for alternative unit manpower resource allocative decisions in terms of unit Required Functional Capabilities (RFCs), Required Operational Capabilities (ROCs), and Projected Operational Environment (POE)."<sup>69</sup> It will apply budgetary constraints to manpower requirements packages and provide the user with alternatives. Interim NAMPS will track all qualitative and quantitative program changes as

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<sup>68</sup>Ibid., p. 14.

<sup>69</sup>Ibid., p. 27.

well as SPPs (Sponsor Program Proposals) during the POM development process. It will have interactive displays or data terminal sets which will be located in close proximity to users. Users will be able to enter and retrieve data from remote interactive displays. Overall, it should be a very useful system. However, the Interim NAMPS system is still being developed, so nobody knows for sure how effective it will be. One of the problems facing the NAMPS program is user definition. Although this system could be very useful for all of the Sponsors as well as other key DOD personnel, authorized users have not been identified. "In summary, NAMPS development proceeds with a phased growth strategy based on modular construction principles. Each new generation builds on the preceding mature system using network analysis to optimize the development resource commitment."<sup>70</sup> The fully capable NAMPS system is scheduled for initial implementation around the POM-83 time frame.

The fully capable NAMPS system will be built upon a foundation composed of Mini-NAMPS and Interim NAMPS hardware and software. "It is envisioned that a fully capable NAMPS will eventually be comprised of a universe of manpower, personnel, cost, operational requirements, and ancillary models which will be called, sequenced, and selectively

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<sup>70</sup>NAVMMACPAC, Navy Manpower Planning System (NAMPS), System Description, 1 August 1977, p. 113.

interfaced by an executive module to produce the information requested by the decision maker."<sup>71</sup> The next section of this chapter will describe the Navy Resource Model (NARM).

#### C. NARM (NAVY RESOURCE MODEL)

The Navy Resource Model has four primary functions:

1. It computes the impact of sponsor deltas on the FYDP with respect to end strength and cost size.
2. It calculates the support requirements necessary to meet fleet demands.
3. NARM is used to update the FYDP data base.
4. It produces RADS I-IV (Resource Allocation Displays).<sup>72</sup>

NARM is an automated system which was designed by CNA (The Center for Naval Analysis). Navy decision makers are expected to select force levels and procurement programs as well as develop ship and aircraft operating policies. These decisions are constrained by the availability of resources (capital and labor) and by the budget. Therefore, when one program is augmented another must be curtailed and decision makers should be aware of the program tradeoffs which result from policy decisions. Hence, the NARM system is very useful. As pictured

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<sup>71</sup>Ibid., p. 97.

<sup>72</sup>Ibid., p. 99.

in Figure 4-7, if the NARM system is provided with such inputs as: desired force level, force operating constraints, budget constraints and base year resources, then it will provide various outputs. These outputs are: ship forces by type/class/fleet, aircraft forces by type/model/series, budget activity and appropriations costs, and the amount of manpower (Officers, Enlisted and Civilians) required to support the program. "Manpower costing in the NARM is accomplished in two phases. Direct MPN (Military Personnel, Navy) costs (for a specific ship class or aircraft type/model/series) are estimated as follows:"<sup>73</sup>

$$(A_i) \times (Z) \times W_i = \text{direct MPN costs}$$

The independent variables associated with the direct MPN cost algorithm are defined as follows:

A = manpower allowance

Z = NARM direct MPN factor

W = weighting factor

i = aircraft type/model/series

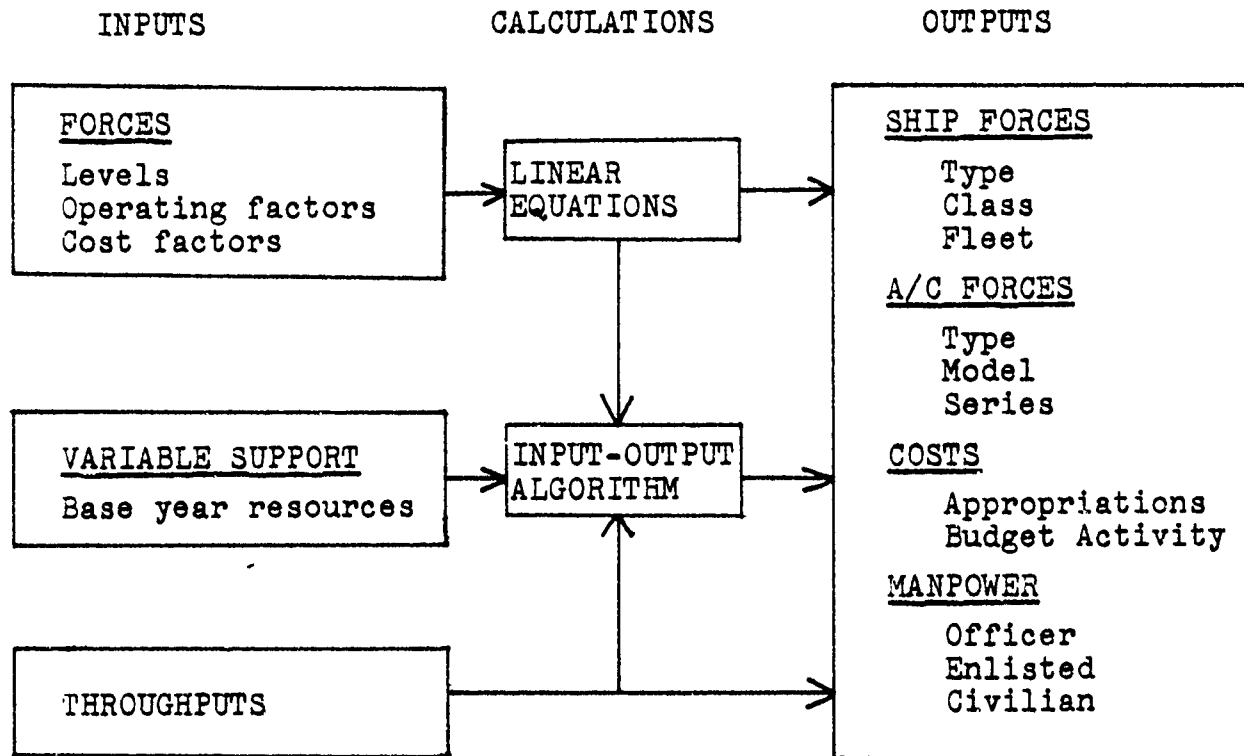
or ship class

The manpower allowance (A) for each activity is defined in the OPNAV FORM 1000/2 for each ship class or aircraft type/model/series. The NARM direct MPN factor (Z) is developed

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<sup>73</sup>Askew, Henry L., Berterman, John E., Smith Beatrice M., Noah, Joseph W., Breaux, Fred J., Naval Manpower Costs and Cost Models: An Evaluative Study, August 1978, Administrative Sciences Corporation, Alexandria, Va., p. 58.

Figure 4-7  
NARM SYSTEM



SOURCE: Hibbs, Norma, An Introduction to the NARM, (CNA) 1684-72, 1972.

by another model called QUIKPAY. Until recently, one MPN factor (Z) was used for officers and a second MPN factor (Z) was used for enlisted computations. Recently, the MPN factor (Z) was subdivided into a direct and indirect MPN factor. "The weighting factor (W), supplied by BUPERS, varies around 1.0 and can be thought of as adding a qualitative dimension to the gross manpower requirement represented by A,"<sup>74</sup> (manpower allowance). However, the NARM system no longer has an input/output algorithm as depicted in Figure 4-7 and this section should be labeled support of support section. Direct costs are computed based upon the factors listed in Figure 4-8. The second phase of NARM Manpower costing focuses on manpower-related indirect support costs.

These support costs are associated with a particular ship or aircraft, and the following support functions are considered relevant: Training, PCS, Base Operating, Medical, Recruiting and Examining, Transients, Patients and Prisoners. Logistics support is considered irrelevant when computing manpower costs. The NARM system produces manpower cost estimates with a minimum amount of manpower requirements information. In fact, this system is not capable of handling detailed manpower requirements inputs. This method of computing support costs results in an estimation of average costs, vice marginal costs. "A large share, and in some cases all, of the costs of manpower-

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<sup>74</sup>Ibid.

Figure 4-8

**FACTORS USED IN COMPUTATION  
OF DIRECT COSTS OF SHIPS AND AIRCRAFT**

- I. Ships (for each class, e.g., DE-1052, SSN-688)
  - A. MPN
    1. Officers per ship
    2. Enlisted per ship
    3. Average pay per officer and enlisted
  - B. O&MN
    1. Overhaul costs
      - a. Cost per overhaul
      - b. Overhaul interval
      - c. Overhaul duration
    2. Conventional fuel
      - a. Steaming hours underway
      - b. Barrels of fuel per steaming hour
      - c. Steaming hours not underway
      - d. Barrels of fuel per steaming hour not underway
      - e. Cost per barrel of fuel
    3. Utilities
    4. Restricted availability
    5. Repair parts consumption
    6. Tender availability
    7. Other ship O&MN
    8. Fleet TAD
- II. Aircraft (for each series, e.g., F-4B, A6-A)
  - A. MPN
    1. Officers per aircraft
    2. Enlisted per aircraft
    3. Average pay per officer and enlisted
  - B. O&MN
    1. Flight operations
      - a. Cost per flying hour
      - b. Flying hours per month
    2. Engine overhaul
      - a. Cost per flying hour
      - b. Flying hours per month
    3. Component reworks
      - a. Cost per flying hour
      - b. Flying hours per month
    4. Airframe reworks
      - a. Time between reworks
      - b. Time in rework
      - c. Cost per rework
  - C. PAMN: Replenishment spares
    - a. Cost per flying hour
    - b. Flying hours per month

SOURCE: Hibbs, Norma, An Introduction to the NARM, (CNA)  
1684-72, 1972.

related support activities are allocated to only those billets directly associated with ships and aircraft."<sup>75</sup>

However, before a computer system can provide users with an output; the users must create a data base.

With respect to the NARM system, the data base is created from inputs called NDES (NARM data entry sheets). Sponsors are required to document all program changes as they occur. This documentation is recorded on NARM data entry sheets (NDES) and then entered into the NARM data base. "Each NDES must contain a complete and descriptive statement of the rationale and justification for the program change proposal detailed by the NDES serial. Justification statements will not be entered into the POM-81 data base but will be maintained on file for information and use in developing POM documentation."<sup>76</sup> Due to the number and complexity of the program changes which occur during each POM cycle, decision tracking is a must! Appendix Q contains the instructions for completing the NDES.

#### D. SUMMARY

The purpose of this chapter was to familiarize the reader with many of the "behind the scenes" manpower support functions.

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<sup>75</sup>Ibid., p. 59.

<sup>76</sup>OP-090, Data Requirements for POM-81, POM 81-11, Serial 901/582848, December 13, 1978, p. 4.

The POM Manpower Data Flow Process was separated into OP-01 events and OP-090 events. Each phase of the data flow process was described in depth. The Navy Manpower Planning System and the Navy Resource Model were also described. Chapter V will describe the Navy's Manpower Requirements Determination Process.

## V. THE NAVY'S MANPOWER REQUIREMENTS DETERMINATION PROCESS

### A. OVERVIEW

The Department of Defense is the largest single employer of manpower resources in the United States.<sup>77</sup> Manpower costs have risen from 52% of the DOD budget in 1964 to 70% in 1974.<sup>78</sup> These resources must be justified, recruited, trained and retained; and "unless manpower is properly allocated in sufficient quantity and quality in terms of military billets and/or civilian positions, Navy ships, squadrons, and shore activities cannot effectively carry out their assigned missions."<sup>79</sup> The responsibility for the Navy's manpower requirements determination and documentation programs was assigned to the Chief of Naval Operations by the Secretary of the Navy (SECNAV INSTRUCTION 5312.10 (SERIES)). Currently, the Navy has three kinds of manpower requirements programs: one for ships, aircraft squadrons, and shore activities.

Each of these programs is based on a written statement called the Required Operational Capabilities. This statement is prepared by the activity's Resource sponsor in accordance

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<sup>77</sup>Cooper, Richard V. L., Military Manpower and the All-Volunteer Force. California, The Rand Corporation, September 1977, p. 10.

<sup>78</sup>Ibid., p. 21.

<sup>79</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program for Shore-Based Activities, OPNAV, 12P-6, June 1975, p. ii.

with the approved mission profile. Ship and aircraft squadron requirements programs call this statement the "ROC" and shore activities call it the "SHOROC." The ROC/SHOROC is supplemented by a statement called the Projected Operational Environment (POE). The POE is promulgated by the unit's resource sponsor. It describes the at-sea, wartime environment in which each ship or aircraft is expected to operate. For example: In the case of an aviation squadron, the ROC/POE statements are developed by the Chief of Naval Operations OP-05, AIR WARFARE). The ROC is a general mission statement which describes the squadron's mission capabilities. In contrast, the POE lists the squadron's assets and describes the utilization of those assets. More specifically, the POE defines monthly utilization and sortie length, seat factor,<sup>80</sup> standard Navy Work Week, and the amount of each day that will be utilized for flying and maintenance of aircraft. It also lists special commitments, if assigned, that will require additional manpower. The ROC/POE documents are reviewed and updated annually or as changes occur.<sup>81</sup> Although the Chief of Naval Operations is responsible for overall policy

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<sup>80</sup>The seat factor value is a numerical estimation of how many qualified people should be assigned to man each seat on an aircraft. This value takes into account such variables as attrition, crew rotation, training, etc. The seat factor value is published in the POE for each type of aircraft.

<sup>81</sup>Chief of Naval Operations, A Treatise On Squadron Manpower Requirements Determination Methodology, OP-124F, p. 1.

control and direction of the Navy's Manpower Requirements determination process, most of the analysis is done by Navy Manpower and Material Analysis Centers, Atlantic and Pacific (NAVMMACLANT/NAVMMACPAC).

The mission of NAVMMACLANT/NAVMMACPAC is "to apply work study and management engineering techniques throughout the Naval Establishment in order to document and recommend by means of onsite surveys, special studies, and evaluation of material maintenance support, the optimum use of manpower and material resources in carrying out assigned missions; stock and maintain manpower listings for the Naval establishment storage and issuance of all promulgated manpower documents; operate the Naval School of Work Study; and to perform such other manpower or material analysis and work study functions as may be directed by the Chief of Naval Operations."<sup>82</sup>

NAVMMACLANT and NAVMMACPAC send trained manpower survey teams into the field to gather data on specific ships, aircraft squadrons, and shore establishments. Some of the standard industrial engineering techniques employed by the NAVMMAC teams are: Operational Audit, Interview, Job Task Analysis, Work Sampling, Examination of Data and Statistical analysis. The operational audit is a critical analysis of each work

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<sup>82</sup>Chief of Naval Operations, Manual of Navy Officer and Enlisted Manpower Policies and Procedures, OPNAVINST 1000.16D, 30 July 1977, p. 2-2.

function, task, sub-task, and element performed by each work center. The interview is used primarily for amplification and clarification of data or information that was obtained by some other means. Job task analysis is an objective appraisal of job content. "Work sampling is a technique used to investigate the proportions of total time devoted to the various activities that are comprised by a job or work situation."<sup>83</sup> Examination of data consists of reviewing and examining the historical data contained in department/division organization and doctrine manuals, work logs, 3M (Maintenance and Material Management) data and other administrative reports. After the survey team completes its on-site survey, team members return to the Navy Manpower and Material Analysis Center (Atlantic or Pacific) to analyze the data, utilizing statistical regression techniques. "The workload as observed may be used directly to compute manpower requirements as in the ship and squadron program, or it may be converted to statistically valid staffing standards as it is in the SHORSTAMPS Concept."<sup>84</sup> SHORSTAMPS (Shore Requirements, Standards and Manpower Planning System) is the Navy's Shore Manpower Planning System. Each of the Navy's manpower

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<sup>83</sup>Niebel, Benjamin W., Motion and Time Study, Illinois, Richard D. Irwin, Inc., 1976, p. 510.

<sup>84</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program for Shore Based Activities, OPNAV 12P-6, June 1975, p. Vii.

requirements programs (ships, aircraft squadrons and shore establishments) will be addressed in later sections of this chapter.

The Navy's manpower requirements determination process is based upon the Standard Navy Workweek. The standard workweek is meant to be a guideline for sustained personnel utilization and it is a function of whether or not the activity is stationed At-Sea, In-Port or Ashore.<sup>85</sup> The standard Navy workweek will be discussed further in later sections of this chapter. In addition to the required workload and standard workweek, the Navy's manpower requirements determination process considers human performance factors. Allowances such as: production delay (PD), make ready/put away (MR/PA), productivity allowance (PA) and service diversions such as personnel inspections, haircuts, etc. are all considered when calculating a unit's minimum staffing requirements. "The resultant manpower requirements, termed organizational manning, represent the minimum spaces necessary to staff the activity in fulfillment of its approved mission and tasking."<sup>86</sup> Organizational manpower requirements

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<sup>85</sup>Chief of Naval Operations, Manual of Navy Officer and Enlisted Manpower Policies and Procedures, OPNAVINST 1000.16D, 30 July 1977, p. 5-16.

<sup>86</sup>Chief of Naval Operations, United States Navy Manpower Requirement Program for Shore-Based Activities, OPNAV 12P-6, June 1975, p. Vii.

are published in one of three documents depending upon the type of activity being surveyed. Manpower requirements for ships are published by hull number in the Ship Manpower Document (SMD). Similarly, aircraft squadron manpower requirements are published in the Squadron Manpower Document (SQMD) and shore requirements are published in the Shore Manpower Document (SHMD). Originally, the ship manpower document was developed by ship class and it was called the SMD I methodology. Now, the SMD II methodology is being used and it develops manpower requirements by hull number. Currently, 90-95% of the ships in the Navy's inventory are covered by an SMD II. All aircraft squadrons having the same model and aircraft configuration have identical SQMDs (aircraft squadrons). For example, the SQMD for the P3C, ORION, aircraft might be developed as a result of an onsite survey conducted at NAS Jacksonville, Florida. One particular P3C squadron is selected by the Naval Manpower and Material Analysis Center, the onsite survey is conducted and manpower requirements for that type of unit are developed. Subsequently, an SQMD for the P3C class is promulgated and all P3C squadrons (East and West Coast) whose mission and aircraft configuration is the same as the surveyed activity will have identical SQMDs. Ships and squadrons having special missions and unique configurations are surveyed individually. In contrast, each shore activity has its own SHMD. Essentially, no two shore activities are exactly alike. Therefore, "no standard

shore activity organizations are intended or needed."<sup>87</sup> Manpower requirements as promulgated in the SMDs, SQMDs and SHMDs form the foundation for Navy Manpower Authorizations (OPNAV FORM 1000/2).<sup>88</sup> However, manpower resources are usually limited and an activity's manpower authorizations are often less than or equal to the requirements which are published in the appropriate manpower document.

Manpower Authorizations (MPA) serve three important functions: (1) They indicate the manpower requirements for an activity and provide NMPC (The Navy Military Personnel Center) with CNO authority to distribute personnel accordingly; (2) This document is an official statement of an activity's authorized manpower and billets; and (3) "It is the basic document for current and future peacetime and mobilization Navy military manpower planning in the areas of recruiting, training, promotion, personnel distribution, and Naval Reserve recall."<sup>89</sup> This section has provided the reader with an overview of the Navy's Manpower Requirements Determination Process. Subsequent sections of this chapter will describe the SMD, SQMD and SHMD methodologies in more detail.

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<sup>87</sup>Chief of Naval Operations, SHORSTAMPS Presentation by Commander Ray S. Hardy, Jr., (Code 61), November 20 1978, p. 3.

<sup>88</sup>Chief of Naval Operations, A Treatise On Squadron Manpower Requirements Determination Methodology, OP-124F, p. 8.

<sup>89</sup>Chief of Naval Operations, Manual of Navy Officer and Enlisted Manpower Policies and Procedures, OPNAVINST 1000.16D, 30 July 1977, p. A-12.

## B. SHIP MANPOWER REQUIREMENTS DETERMINATION

"Prior to 1966, the procedures used for determining manpower requirements were based on experience tempered by value judgement."<sup>90</sup> This methodology was inefficient and difficult to justify. So, when the SMD methodology was introduced to the Navy it was well received.<sup>91</sup> The first Ship Manpower Document (SMD) was developed in 1966, for DD-710, a FRAM (Fleet Rehabilitation and Modernization Program) I Class Destroyer. It was a funded research project. Although the SMD process had not been officially sanctioned by the Navy, members of the CNO's staff perceived that the SMD could become very useful when justifying the Navy's manpower requirements to reviewing authorities, i.e., OSD, OMB, etc. Therefore, in July 1970, the SMD methodology was officially accepted by the Navy and it transitioned from developmental to operational status.<sup>92</sup>

As previously described in paragraph A, the ship Manpower Requirements Program is the responsibility of the Chief of Naval Operations. However, the Deputy Chief of Naval

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<sup>90</sup>Report on the Development of the U.S. Navy Enlisted Personnel Management System, Requested by OSD (M & RA), Circa 1975, p. II-3.

<sup>91</sup>Chief of Naval Operations, U.S. Navy Manpower Requirements Program, OPNAV 12P-6, 29 August 1975, p. iii.

<sup>92</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program For Shore Based Activities, OPNAV 12P-6, June 1975, p. iii.

Operations (Manpower, Personnel and Training), OP-01, actually manages the SMD program and is supported by the Navy Manpower and Material Analysis Centers, Atlantic and Pacific (NAVMMACLANT/NAVMMACPAC). Initially, the NAVMMAC survey teams were tasked with developing an initial SMD for every ship class in the Navy's inventory (SMD I). Since then, the Navy stopped using the SMD I methodology and started developing ship manpower requirements by hull number (SMD II). To date, 90-95% of all hull numbers in the inventory have been surveyed, SMDs have been developed and they must be kept up to date.

Due to the fact that ship modernization and equipment reconfiguration usually occurs during the ship's regular overhaul cycle (ROH), "ships are surveyed at the beginning of overhaul to ensure inclusion of equipment and configuration changes."<sup>93</sup> However, SMDs can also be updated based upon a ship's request. For example, if the manpower authorization (MPA) for a particular ship was drastically reduced, the commanding officer of that ship could request an interim change to the SMD.

The SMD has many uses, including the following: it is the basis for the ship's battle bill and watch quarter and Station Bill, it defines the minimum manpower assets necessary

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<sup>93</sup>Report on the Development of the U.S. Navy Enlisted Personnel Management System, Requested by OSD (M & RA) Circa 1975, p. II-5.

to meet wartime readiness standards, and it is the basis for the ship's manpower authorizations (MPA). However, the SMD's primary purpose is to identify the quantity and quality of manpower resources required by each ship in order to perform the tasking which is assigned in the ROC/POE. Therefore, the NAVMMAC survey teams must determine each ship's required workload, by work center. Then the billets required for that work center are determined by dividing the productive man hours available per week by the appropriate Navy Standard Workweek.<sup>94</sup> Figure 5-1 depicts the shipboard standard Navy workweek. After the on-site survey has been conducted and the ship's manpower requirements have been determined, NAVMMAC publishes either a Preliminary Ship Manpower Requirements Document (PSMD) if the surveyed command is a newly commissioned ship, or a draft SMD for ships which are already in service.

The draft SMD is forwarded to the surveyed ship as well as its appropriate chain of command. All key members of that chain of command are expected to review the document simultaneously and to request a formal SMD review, if necessary, within 30 days of receipt of the draft SMD document. If the Chief of Naval Operations receives no requests for an SMD review within 30 days, concurrence is assumed and the SMD

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<sup>94</sup>Chief of Naval Operations, Ship Manpower Requirements Determination, OP-111C, p. 5.

Figure 5-1

SHIPBOARD STANDARD NAVY WORKWEEK

	<u>AT SEA</u>	
	<u>Watchstander</u>	<u>Non-watchstander</u>
Watch	56.0	----
Service diversion and training	4.5	6.0
Scheduled Work	13.5	40.5
Unscheduled Work	----	<u>19.5</u>
	74.0	66.0
	<u>IN PORT</u>	
	<u>Watchstander</u>	<u>Non-watchstander</u>
Watch	9.33	----
Service diversion and training	6.20	6.50
Scheduled Work	28.67	31.00
Unscheduled Work	<u>.8</u>	<u>3.5</u>
	45.00	41.00

SOURCE: OPNAVINST 1000.16D, July 30, 1977

is automatically initiated. This procedure is new and it is called the letter review process. After the draft SMD is reviewed and approved, NAVMMAC publishes the SMD document. "The published SMD then becomes the basis for manpower planning and programming."<sup>95</sup> However, in order to completely understand the SMD methodology, it is necessary to take a closer look at the steps used to construct one.

NAVMMAC teams utilize the following procedure when developing an SMD:

1. They determine the following information by work center:
  - a. Operational Manning (OM)
  - b. Preventive Maintenance (PM)
  - c. Corrective Maintenance (CM)
  - d. Facilities Maintenance (FM)
  - e. Own Unit Support (OUS)
2. The quantity and quality of billets required for each work center must be determined.
3. An allowance for service diversions, by billet, is considered.
4. An allowance for training, by billet, is determined.
5. A productivity allowance factor, by billet, is developed.
6. The officer billets listed in the ship's 1000/2 manpower allowance are added to the requirements.

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<sup>95</sup>Chief of Naval Operations, Ship Manpower Requirements Determination, OP-111C., p. 1

7. The computed workload is adjusted in accordance with the results of the on-site survey or the fleet review process.<sup>96</sup>

"Operational Manning, as determined by the ROC/PCE, is the qualitative and quantitative sum of billets necessary to man essential operating stations during a specified condition of readiness."<sup>97</sup> For example, during condition III, with three section duty, each watch stander must stand two four-hour watches per day, seven days per week, i.e., 3 billets x 56 hours/billet = 168 man hours per week per watchstation.

Preventive Maintenance (PM) is scheduled maintenance which must be performed on each system, equipment or component. This workload requirement is measured from Maintenance Requirements Cards (MRCs).<sup>98</sup> The survey team uses the MRC cards to determine the amount of preventive maintenance (PM) accomplished by work center, rating and NEC (Navy Enlisted Classification Code). The preventive maintenance workload, as computed by the survey team, includes a 30% allowance to compensate for make ready/put away (MR/PA) time.

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<sup>96</sup>Ibid., p. 2.

<sup>97</sup>Ibid., p. 2.

<sup>98</sup>Maintenance Requirements Cards (MRCs) describe the task which must be performed as well as the number of man hours, number of personnel and the tools which are required to perform the task.

Corrective Maintenance (CM) is unscheduled maintenance. It is performed anytime systems, equipment, or components become disabled or stop functioning within the prescribed tolerances. "Corrective maintenance hours are allotted at a ratio of one hour corrective maintenance for each two hours of preventive maintenance with the exception of electronics technicians and electronics-associated ratings which are allotted one hour of corrective maintenance for each hour of preventive maintenance."<sup>99</sup>

Facilities Maintenance (FM) refers to the maintenance effort required to preserve the ship's hull, super-structure and equipment. This workload category includes corrosion control and ship's cleanliness. The NAVMMAC survey teams determine the facilities maintenance man-hour requirements by analyzing factors which were determined utilizing work sampling techniques on similar tasks.

Own Unit Support (OUS) refers to the internal workload generated by administrative command, supply and medical support as well as the accomplishment of utility tasks and evolutions. The amount of weekly OUS is determined by work sampling techniques.

The quality of personnel required by each work center is determined by the following:

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<sup>99</sup>Chief of Naval Operations, Ship Manpower Requirements Determination, OP-111C, p. 3.

1. The 3M system identifies the pay grade and NEC's necessary for task accomplishment,
2. The qualifications manual identifies all watchstanding qualifications,
3. On-site surveys identify certain quality requirements,
4. The NEC manual lists the NEC requirements, and
5. The "pay grade distribution necessary to meet rating community flow considerations."<sup>100</sup>

The quantity of personnel required by each work center is computed by dividing the productive man hours available per week by the appropriate Navy Standard Workweek, as depicted in Figure 5-1.

Service Diversions and Training. Service Diversions are events which occur as a result of military regulations, ship-board routine, etc. These events are normally accomplished during normal working hours and, therefore, interfere with the individuals productive effort. The following are examples of service diversions: inspections; sick call; pay line; haircuts; personal business at disbursing; post office; ships store, etc. Another activity which influences personnel productivity is training. Training is conducted in order to improve the unit's combat readiness and personnel effectiveness. However, training is time consuming, and while participating in training, individuals are not accomplishing productive

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<sup>100</sup>Ibid., p. 6.

work. "The SMD combines service diversion and training at an established allowance of 6.00 hours weekly for non-watchstanders and 4.50 hours weekly for watchstanders. These allowances are based on the wartime environment specified in the POE.<sup>101</sup>

The Productivity Allowance is designed to compensate for delays due to: fatigue, environmental factors, personal needs, and unavoidable interruptions. All of these factors increase the time required to accomplish a particular task. The productivity allowance is defined as 20% of the productive work requirements, less operational manning.

Workload Adjustments. Although 3M data as well as the ROC/POE statements contribute significantly to the SMD development process, they are not all-inclusive. It is necessary for the survey team to verify maintenance requirements and accuracy and to insure that operational manning requirements are in accordance with the RCC/POE.

Essentially, the Ship Manpower Document (SMD) identifies the manpower requirements necessary for that ship to accomplish the missions assigned in the ROC/POE. "It is the definitive statement of manpower requirements against which capability and force changes are measured. As such, it is the manpower basis for force and billet funding decisions."<sup>102</sup> The Squadron Manpower Document will be discussed next.

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<sup>101</sup>Ibid., p. 5.

<sup>102</sup>Ibid., p. 6.

### C. AIRCRAFT SQUADRON MANPOWER DOCUMENT (SQMD) METHODOLOGY

The Squadron Manpower Document (SQMD) was introduced to the Navy in 1969. This document was patterned after the SMD and it was first developed for an A-4C aircraft squadron.<sup>103</sup> The SQMD methodology replaced the "MO factor" concept. The "MO factor" concept was based upon the assumption that there was a direct relationship between numbers of aircraft assigned and manpower requirements. For example, if a squadron owned ten aircraft, and it had 200 billets assigned; then the manpower requirements for that squadron were defined as twenty billets per aircraft. Therefore, each time a particular squadron had an aircraft added to or removed from its inventory, twenty billets were incremented or decremented respectively.<sup>104</sup> "As a result of SQMD's approach to the problem, a newer perspective and a better understanding of the relationship between"<sup>105</sup> manpower requirements and aircraft flight hours has evolved. Essentially, the main factors which drive manpower requirements in an aviation squadron are the mission requirements and aircraft type, the number of flight hours flown, the number of aircraft to be maintained

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<sup>103</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program for Shore-Based Operations, OPNAV, 12-6, June 1975, p. IV.

<sup>104</sup>Chief of Naval Operations, SQMD Standards Presentation, W. R. Hodge, 16 November 1977, p. 26.

<sup>105</sup>Ibid.

and sortie length. However, before describing the SQMD development process, it is appropriate to emphasize that the SMD and SQMD development methodologies are very similar.

Both programs are based upon ROC/POE statements which are developed by their respective resource sponsors, i.e., OP-03 Surface Warfare and OP-05 Air Warfare. Experienced survey teams from the Navy's Manpower and Material Analysis Centers, Atlantic and Pacific, survey aviation squadrons. Usually, if an East coast unit is surveyed, within two years a West coast squadron will be surveyed, or vice versa. After the survey has been completed, the survey team returns to its headquarters to analyze the data and develop a draft SQMD. The draft SQMD is forwarded to the surveyed squadron, the Commanders in Chief Atlantic and Pacific Fleets, the Functional Wing Commanders from both coasts and the Type Commanders from both coasts. The surveyed squadron must contact the Type Commander within 10 days of receipt of the draft document and together they decide whether or not an on-site SQMD is necessary. If an on-site review is necessary, the Type Commander will coordinate the scheduling with NAVMMAC. The surveyed unit must prepare a written statement justifying all proposed changes to the draft SQMD and forward an abbreviated list of grievances to OPNAV within 20 days after receiving the draft document. If no statement of concurrence or reclama is received within 60 days, concurrence is assumed and the smooth SQMD will be initiated. Squadron manpower,

for SQMD purposes, has been classified into three categories: flight crew (officer and enlisted), ground officers, and ground enlisted.

"Flight crew billets in non-Fleet Readiness Squadrons are computed from seat factors and crew ratios found in the POE."<sup>106</sup> Fleet Readiness Squadrons are training squadrons and non-Fleet Readiness Squadrons are operational units. The algorithm used for computation of flight crew billets in non-Fleet Readiness Squadrons is as follows: total for each aircraft = seat factor x crew ratio x number of aircraft. In contrast, the instructor requirements for Fleet Readiness Squadrons are based upon the squadron's submission of "Planning Factors" in accordance with OPNAVINST. 3760.13. Student load is defined in the POE. In addition to instructor and student billets, fleet readiness squadrons are assigned CO, XO, department head and some special billets.

With the exception of Replacement Air Group (RAG) Squadrons like VP30 and VP31, all P3C squadrons are considered non-Fleet Readiness units. Therefore, seat factor, crew ratio, and number of aircraft determine the total billets per aircraft per squadron. The P3C seat factor, as defined in the POE, for Pilots, NFOs, and Enlisted Crew is equal to 1.67. There are, usually, 12 flight crews assigned per squadron and the crew ratios are as follows: 3 pilots, 2 NFOs and 7 enlisted per

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<sup>106</sup> Chief of Naval Operations, A Treatise On Squadron Manpower Requirements Determination Methodology, OP-124F, p. 6.

crew, or 144 flight crew personnel per squadron. Essentially, each type of aircraft squadron has an established seat factor and crew ratio. The number of ground officers, excluding pilots and NFOs, is determined by the ground officer algorithm.

The ground officer staffing policy is as follows: one LT. Flight Surgeon, one LCDR Assistant Maintenance Officer, one LDO or URL Maintenance/Material Control Officer, one LTJG/ENS Intelligence Officer, and one Warrant Officer that works for the Training Department. As you can see, flight crew and ground officer manpower determination is straightforward. Therefore, the primary purpose of the NAVMMAC survey is to determine the ground enlisted manpower requirements. The survey team develops the SQMD step by step just as the SMD was developed. However, the steps are somewhat different from those described in paragraph B.

The following steps are used to develop the SQMD:

1. The survey team must determine the corrective maintenance (CM) by work center.
2. They determine the preventive maintenance (PM) by work center.
3. The administrative support (AS) is computed.
4. The facilities maintenance (FM) is computed.
5. Utilities Tasks (UT) is added, by work center, if applicable.
6. The workload is adjusted based upon the on-site survey.

7. The billet quantity is determined.
8. Billet quality is identified.
9. Additional billets, not included in 3M data, are added.
10. Flight crew billets are computed.
11. Ground officers are added.
12. Other billets are added, such as Directed Manning (DM).
13. Billets are computed based upon the total squadron population.

Corrective Maintenance (CM) or unscheduled maintenance can be measured from 3M historical data which is available from the Maintenance Support Office Department in Mechanicsburg, Pennsylvania. Statistical regression techniques are applied to the CM data and equations are developed which will predict total squadron man hours of workload for any amount of flight activity. CM equations can be developed which will predict MAF (Maintenance Action Form) and SAF (Support Action Form) workloads, as well as quantity of CM workload per work center.

Preventive Maintenance (PM) or scheduled maintenance is measured from Maintenance Requirements Cards (MRC) and sub-categorized as follows: PM per aircraft/per week, per day, per sortie, per flight hour. Furthermore, the survey team can use the MRC cards to determine PM by work center, ratings and NECs.

Administrative Support (AS) includes the supervisory, clerical and administrative efforts which contribute to the productivity of each work center. Facilities Maintenance (FM) consists of housekeeping throughout the living, working and operating areas. Utilities tasks refers to the extra workload assigned to carrier based squadrons in the form of ship's working parties, underway replenishment evolutions, etc. The NAVMMAC survey teams make squadron workload adjustments for the same reason and in the same manner previously described in paragraph B.

Billet quantity is calculated for each work center. The total workload is established as PM + CM + AS + FM + UT for each work center. The standard Navy Workweek for aviation squadrons is defined as follows:

Shore Based Squadron - 31.9 productive hours per week out of a 40 hour week.

VP Deployed Squadron - 51.0 productive hours per week out of a 57 hour week.

Carrier Based Squadron - 63.0 productive hours per week out of a 70 hour week.

Work Center Billets =  $\frac{\text{Work Center (PM+CM+AS+FM+UT)}}{\text{Productive Hours per week}}$ <sup>107</sup>

"Quality is defined as rate, rating and NEC. The appropriate ratings are determined for each work center from the

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<sup>107</sup>Ibid., p. 5.

3M source data which was used in computing the PM and CM workload."<sup>108</sup> After the ratings and NECs have been determined, a paygrade distribution matrix is developed for each production work center. These matrices are developed by SQMD analysts using the OP Audit Technique (on-site survey).

Special billets are assigned to a squadron based upon the number of maintenance work shifts prescribed in the POE. If the unit operates with one shift, an E-9 and an E-7 billet are assigned. If the squadron has two shifts, it rates an E-9, E-8, and an E-7. If it has three shifts, an E-9, E-8, and two E-7s are assigned. Essentially, the E-9 billet is documented as the Maintenance Chief and a specific NEC is not required. However, all of the other Chief Petty Officers are assigned, based upon the NEC system. The Executive Assistant to the Commanding Officer (Master Chief of the Command) is an E-9 billet<sup>109</sup> which can be filled by any aviation Master Chief Petty Officer, regardless of rating or NEC.

The SQMD identifies watchstanding requirements for the surveyed command. Any aviation Petty Officer is qualified to stand the following types of watches: ASDO (Assistant Squadron Duty Officer), messenger, security watches, BEQ MAA

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<sup>108</sup>Ibid., p. 5.

<sup>109</sup>Ibid., p. 6.

(Bachelor Enlisted Quarters Master at Arms), etc. These billets are included in the SQMD under the title "Executive Department."<sup>110</sup>

The Operations Department requires the services of a variety of enlisted ratings. In addition to enlisted flight crew personnel, the operations department employs a PH (Photographers Mate), IS (Intelligence Specialist), YN (Yeoman) and some units have a DM (Illustrator Draftsman). The survey team determines whether or not the squadron should have an IS, PH and DM based upon their observations during the onsite survey or OP audit. The number of Yeoman (YN) billets assigned to the operations department is determined by a formula which equates YN workload to sorties per week.

Aviation Storekeeper (AK) billets are utilized by the Material Control Division. The NAVMMAC survey teams determine the number of AK billets required by equating "storekeeper workload to the quantity of material requisitions initiated which is in turn based on the type aircraft and the utilization rate."<sup>111</sup>

Other billets or Directed Manning (DM) requirements are determined by the survey team during the onsite survey. The techniques used to determine DM requirements are OP audit and work measurement. Directed manning consists of billets

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<sup>110</sup> Ibid., p. 7.

<sup>111</sup> Ibid., p. 7.

such as FRAMP (Fleet Replacement Aviation Maintenance Program), AIMD (Aircraft Intermediate Maintenance), Integrated Services, Ground Officers, etc.

The last billets which are computed are the Yeoman (YN), personnelman (PN) and career counselors. These billets are a function of the units total population. SQMD analysts develop paygrade matrices for the Administrative Office and the Personnel Office, and YN/PN billets are assigned accordingly. Career counselor billets are determined by the following algorithm:

If the units total population is greater than or equal to 350, the career counselor billets is an APOC (Aviation Chief Petty Officer) with a secondary NEC of 9589.

If the units total population is greater than or equal to 200 but less than 350, the career counselor billet will be an AP01 (Aviation First Class Petty Officer) with a secondary NEC of 9589.

If the units total population is less than 200, the career counselor billet is assigned to the senior Personnelman (PN) as a collateral duty and this person will hold a secondary NEC of 9588.<sup>112</sup>

Depending upon the manpower authorization (1000/2) and NMP (The Navy Manning Plan), the surveyed command will be

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<sup>112</sup>Ibid., p. 7.

manned at a level which is equal to or less than that prescribed by the smooth SQMD. The Shore Requirements, Standards, and Manpower Planning System (SHORSTAMPS) will be discussed next.

D. THE SHORE REQUIREMENTS, STANDARDS, AND MANPOWER PLANNING SYSTEM (SHORSTAMPS).

Six times since World War II, the Navy has attempted to develop a Shore Manpower Planning System. Five of these attempts were unsuccessful due to higher priorities. When POM-78 was reviewed by the House and Senate Armed Services Committees, they concluded that since manpower costs had risen to more than 50% of the Navy's budget, the Navy's most expensive budget item should have an efficient planning system. Therefore, on June 26, 1976, the Chairman of the Joint Armed Services Committees ordered the Navy to "establish an adequate" manpower planning system for the Navy's military and civilian manpower. This system was to be in operation within two years.<sup>113</sup> Since the afloat forces, i.e., ships and squadrons, had already developed successful manpower planning systems, this requirement was directed toward the Navy's shore establishment.

The Navy's shore establishment employs over 500,000 military and civilians, roughly two-thirds of its total

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<sup>113</sup>Chief of Naval Operations, SHORSTAMPS Presentation by CDR. Ray S. Hardy, Jr., Code 61, November 20, 1978, p. 1.

manpower.<sup>114</sup> These resources must be distributed equitably among the various shore commands and they must be justifiable in terms of the annual budget. Although the SHORSTAMPS manpower requirements determination process parallels the SMD and SQMD methodologies in many respects, there are some major differences.

Unlike ship classes and aircraft squadrons, no two shore activities are exactly alike. Therefore, the SHORSTAMPS methodology must be capable of providing each of these activities with the requisite manpower to perform its assigned mission. Like the SMD and SQMD, the SHMD is based upon the required operational capabilities. In the SHORSTAMPS program, this document is called the SHOROC. Each year the Chief of Naval Operations publishes a SHOROC dictionary and provides a copy to each shore establishment. The "SHOROC Dictionary contains the complete SHOROC language which must be used to task shore support activities."<sup>115</sup> Shore activities are required to review their required operational tasking and to submit the command's revised tasking requirements to the echelon 2 commander by 1 July of each year. After the echelon 2 commander approves the revised SHOROC, the changes are

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<sup>114</sup>Ibid., p. 2.

<sup>115</sup>Chief of Naval Operations, Shore Requirements, Standards, and Manpower Planning System (SHORSTAMPS), OPNAVINST. 5310.12C, May 17, 1978, p. 5.

entered into the SHOROC data base. Figure 5-2 is an example of the SHOROC tasking statement and Figure 5-3 displays the SHOROC mission areas. The SHOROC "provides structured specification of discrete functional tasking statements"<sup>116</sup> and it has four levels of detail:

Mission area - This is a broad category or major subdivision of the function.

Functional area - Subdivision of mission areas into separate elements.

Required Functional Capability (RFC) - RFCs are specific tasks which are performed.

Limiting Parameter - This specifies how much, how long or how well the RFC will be performed.

The mission areas are listed in alphabetical order in the SHOROC Dictionary and each mission area is subdivided into its respective functional areas. Each functional area is further subdivided into its required functional capabilities and each RFC is constrained by one to six limiting parameters. Since the SHOROC Dictionary is coded, it would be worthwhile to go through an example. Assume that an activity submitted their revised tasking requirements to their echelon 2 commander and one of the tasking requirements was coded as follows:

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<sup>116</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program For Shore-Based Activities, OPNAV 12P-6, June 1975, p. II-1.

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Figure 5-2

ILLUSTRATION OF SHOROC TASKING STATEMENT  
AND HOW IT RELATES TO A STAFFING STANDARD

Levels of Detail		SHOROC Detail	Staffing Standards Detail
Mission Area	*SHOROC Tasking	FIN	Provide Financial Services
Functional Area		FIN01.	Prepare Programs and Admin- ister Budgets
RFC		FIN01.002	Prepare and Administer Budgets

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(Further breakdown of work content which is documented in a  
given staffing standard)

\*\* Work Center Responsibilities

Some Direct and Indirect  
Categories of work accom-  
plished within FIN01.002

Formulate Budget  
Apportion Budget  
Prepare Operating Plan  
Revise Budgets  
Perform Budget Analysis  
Supervision  
Administration  
Meetings  
Training  
Travel  
Cleanup

- \* Parameters/Workload Factors quantify the SHOROC tasking.
- \*\* Work Units quantify work center responsibilities at the category, task, and sub-task levels.

Figure 5-3  
SHOROC MISSION AREAS

(ACM)	AIRCRAFT MAINTENANCE
(ADP)	AUTOMATIC DATA PROCESSING
(COM)	COMMUNICATIONS
(CON)	CONSTRUCTION OF SHORE FACILITIES
(DEN)	DENTAL
(ELX)	ELECTRONICS MATERIAL SUPPORT
(ENV)	ENVIRONMENTAL SUPPORT
(FAC)	FACILITIES SUPPORT
(FIN)	FINANCIAL SERVICES
(FIR)	FIREFIGHTING
(FSS)	FLIGHT SUPPORT SERVICES
(INS)	INSPECTION
(ICS)	INTERNAL AND INTER-COMMAND SUPPORT
(INT)	INTELLIGENCE
(MED)	MEDICAL
(PER)	PERSONNEL SUPPORT
(PSO)	PORT SERVICE OPERATIONS
(RCT)	RECRUITING
(R&D)	RESEARCH, DEVELOPMENT, TEST, AND EVALUATION
(SEC)	SECURITY
(SFP)	SHORE FACILITIES PLANNING
(SHP)	SHIP REPAIR
(SUP)	SUPPLY
(TRA)	TRAINING
(WEP)	WEAPONS

SOURCE: Navy Manpower and  
Material Analysis  
Center, Pacific,  
Navy Manpower  
Planning System  
(NAMPS), Aug. 1,  
1977.

PER 02.003 9000. In order for the echelon 2 commander to understand this requirement, he must decode it. So, he looks for a mission area in the SHOROC Dictionary which has PER for the first three letters. This leads him to a mission area called personnel support. Now the reader should refer to Figure 5-4 in order to understand how the specific tasking requirement is decoded. Since the tasking was defined as PER 02.003 9000, the functional area is determined by locating PER 02 on the left side of the page under the heading "functional area". After locating PER 02, it should be apparent that the functional area in this particular example is entitled "operate mess assigned". In order to determine what kind of a mess is operated, the RFC must be decoded. Therefore, referring to the original coded task, i.e., PER 02.003 9000; the applicable RFC is located by looking under the sub-heading entitled PER 02.003. After locating PER 02.003, it is obvious that this activity is responsible for operating a Chief Petty Officer's (CPO) open mess. The limiting parameters are located on the right hand side of the page, following the explanation of each RFC. In this case, the limiting parameter was coded D1 and in order to find out what D1 means; the reader must locate D1 in the table of limiting parameter codes. This table is located in the back of the SHOROC Dictionary. Figure 5-5 is page ZZZ5 from the table of limiting parameter codes and it defines

Figure 5-4

PERSONNEL SUPPORT (PER)		MISSION AREA: PERSONNEL SUPPORT		PARAMETERS
FUNCTIONAL AREA	SCOPE AND REQUIRED FUNCTIONAL CAPABILITY	SCOPE	PARAMETERS	
PER00 PROVIDE MISSION AREA SUPPORT SERVICES.	SCOPE: THAT ADMINISTRATIVE, SUPERVISORY, AND CLERICAL SUPPORT REQUIRED TO OPERATE THE ENTIRE MISSION AREA. RFC: .001 PROVIDE MISSION AREA SUPPORT SERVICES. (VD) SCOPE: APPLIES TO ACTIVITIES HAVING LIAISON FUNCTIONS ONLY, OR MINIMAL INVOLVEMENT IN THIS MISSION AREA. WILL BE USED WHEN THE ACTIVITY IS NOT TASKED WITH ADDITIONAL SPECIFIC RFC'S IN THE BALANCE OF THE MISSION AREA. RFC: .002 PROVIDE LOCAL MISSION AREA LIAISON SERVICES AT THE ACTIVITY LEVEL. (PW)	SCOPE: THAT ADMINISTRATIVE, SUPERVISORY, AND CLERICAL SUPPORT REQUIRED TO OPERATE THE ENTIRE MISSION AREA. RFC: .001 PROVIDE MISSION AREA SUPPORT SERVICES. (VD) SCOPE: APPLIES TO ACTIVITIES HAVING LIAISON FUNCTIONS ONLY, OR MINIMAL INVOLVEMENT IN THIS MISSION AREA. WILL BE USED WHEN THE ACTIVITY IS NOT TASKED WITH ADDITIONAL SPECIFIC RFC'S IN THE BALANCE OF THE MISSION AREA. RFC: .002 PROVIDE LOCAL MISSION AREA LIAISON SERVICES AT THE ACTIVITY LEVEL. (PW)	P7 N6	
PER01 PROVIDE MILITARY PERSONNEL ADMINISTRATION.	SCOPE: INCLUDES PREPARING ALL SERVICE RECORD ENTRIES, PERFORMANCE OR FITNESS REPORTS, PROMOTION PAPERS, MEDALS AND AWARD LETTERS, VERIFYING SERVICE RECORDS AND PERSONNEL DISTRIBUTION CONTROL REPORTS, PREPARING DIARY ENTRIES AND PROVIDING AUTHORIZED PERSONAL SERVICES FOR RETIRED AND DEPENDENT PERSONNEL. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (73) RFC: .001 MAINTAIN OFFICER SERVICE RECORDS. (39) RFC: .002 MAINTAIN ENLISTED SERVICE RECORDS. (P2) SCOPE: INCLUDES TESTING, INTERVIEWING, AND ASSIGNING NEC'S TO RESERVISTS, AND IDENTIFYING POTENTIAL CANDIDATES FOR OFFICER PROGRAMS. RFC: .003 CLASSIFY NEW RECRUITS (P3) SCOPE: SELF-EXPLANATORY. RFC: .004 PROVIDE EDUCATIONAL TRAINING SERVICES. (P4) RFC: .005 PROVIDE CAREER COUNSELING. (P5) RFC: .006 PROVIDE CASUALTY ASSISTANCE CALL SERVICES. (PP) RFC: .007 MAINTAIN TRANSIENT/STUDENT OFFICER SERVICE RECORDS. (PV) RFC: .008 MAINTAIN TRANSIENT/STUDENT ENLISTED SERVICE RECORDS. (PA) A5 N6 RFC: .009 DISCHARGE, TRANSFER/SEPARATE ENLISTED PERSONNEL BOTH USN AND USNR UNDER NORMAL OR HUMANITARIAN/HARDSHIP CONDITIONS. (PY)	SCOPE: INCLUDES PREPARING ALL SERVICE RECORD ENTRIES, PERFORMANCE OR FITNESS REPORTS, PROMOTION PAPERS, MEDALS AND AWARD LETTERS, VERIFYING SERVICE RECORDS AND PERSONNEL DISTRIBUTION CONTROL REPORTS, PREPARING DIARY ENTRIES AND PROVIDING AUTHORIZED PERSONAL SERVICES FOR RETIRED AND DEPENDENT PERSONNEL. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (73) RFC: .001 MAINTAIN OFFICER SERVICE RECORDS. (39) RFC: .002 MAINTAIN ENLISTED SERVICE RECORDS. (P2) SCOPE: INCLUDES TESTING, INTERVIEWING, AND ASSIGNING NEC'S TO RESERVISTS, AND IDENTIFYING POTENTIAL CANDIDATES FOR OFFICER PROGRAMS. RFC: .003 CLASSIFY NEW RECRUITS (P3) SCOPE: SELF-EXPLANATORY. RFC: .004 PROVIDE EDUCATIONAL TRAINING SERVICES. (P4) RFC: .005 PROVIDE CAREER COUNSELING. (P5) RFC: .006 PROVIDE CASUALTY ASSISTANCE CALL SERVICES. (PP) RFC: .007 MAINTAIN TRANSIENT/STUDENT OFFICER SERVICE RECORDS. (PV) RFC: .008 MAINTAIN TRANSIENT/STUDENT ENLISTED SERVICE RECORDS. (PA) A5 N6 RFC: .009 DISCHARGE, TRANSFER/SEPARATE ENLISTED PERSONNEL BOTH USN AND USNR UNDER NORMAL OR HUMANITARIAN/HARDSHIP CONDITIONS. (PY)	RF RD RE P3 RE P3 E3 A5 N6 P3 A5 N6 P3	
PER02 OPERATE MESS ASSIGNED.	SCOPE: TASKS INCLUDE OPERATING AND MAINTAINING SOCIAL/RECREATIONAL AND DINING FACILITIES, PLANNING/PREPARING MENUS, PREPARING FOOD, CONDUCTING INVENTORIES, ORDERING RECEIVING PROVISIONS, RECEIVING/DISBURSING/AUDITING FUNDS, ORDERING EQUIPMENT/SUPPLIES, AND SUPERVISING PERSONNEL. DOES NOT INCLUDE OPERATION OF THE GENERAL MESS WHICH IS FOUND UNDER SUP04. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (2P) RFC: .001 OPERATE A COM OPEN. (P6)	SCOPE: TASKS INCLUDE OPERATING AND MAINTAINING SOCIAL/RECREATIONAL AND DINING FACILITIES, PLANNING/PREPARING MENUS, PREPARING FOOD, CONDUCTING INVENTORIES, ORDERING RECEIVING PROVISIONS, RECEIVING/DISBURSING/AUDITING FUNDS, ORDERING EQUIPMENT/SUPPLIES, AND SUPERVISING PERSONNEL. DOES NOT INCLUDE OPERATION OF THE GENERAL MESS WHICH IS FOUND UNDER SUP04. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (2P) RFC: .001 OPERATE A COM OPEN. (P6)	P7 N6 D1	

SOURCE: OPNAVINST 5310.12C, May 17, 1978.

Figure 5-4

MISSION AREA: PERSONNEL SUPPORT					
FUNCTIONAL AREA	SCOPE AND REQUIRED FUNCTIONAL CAPABILITY			PARAMETERS	
	RFC: .003 OPERATE A CPO MESS OPEN. (PB)			D1	
	RFC: .004 OPERATE A PO MESS. (P9)			D1	
	.005 OPERATE AN ENLISTED MEN'S CLUB. (PA)			D1	
	.006 OPERATE A CONSOLIDATED PACKAGE STORE. (PU)			D1	
PER03 PROVIDE NAVY EXCHANGE SERVICE.	SCOPE: SELF-EXPLANATORY. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (3P) RFC: .001 PROVIDE NAVY EXCHANGE SERVICES. (PB)			P7	N6
PER04 PROVIDE CIVILIAN PERSONNEL ADMINISTRATION	SCOPE: INCLUDES RECRUITING, TESTING, PLACING AND SEPARATING EMPLOYEES; ADMINISTERING THE ACTIVITY PROMOTION PROGRAM; DEVELOPING QUALIFICATION REQUIREMENTS FOR POSITIONS; CONDUCTING REDUCTIONS-IN-FORCE; ADVISING ON RETIREMENT AND VETERANS AFFAIRS; PREPARING PERSONNEL ACTIONS; MAINTAINING PERSONNEL RECORDS; ADMINISTERING VARIOUS SPECIAL PROGRAMS; ADVISING MANAGEMENT AND EMPLOYEES ON MATTERS OF EMPLOYEE GRIEVANCES, DISCIPLINE, AND UNION MATTERS. COORDINATING AND PARTICIPATING IN THE NEGOTIATION OF UNION AGREEMENTS; DEVELOPING AND ADMINISTERING THE ACTIVITY WAGE AND CLASSIFICATION PROGRAM; EVALUATING AND CLASSIFYING POSITIONS. DEVELOPING JOB ELEMENT STANDARDS; ASSISTING IN IMPLEMENTATION OF TRAINING PROGRAMS. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (4P) RFC: .001 PROVIDE CIVILIAN PERSONNEL ADMINISTRATION LESS WAGE AND CLASSIFICATION. (PC) RFC: .002 PROVIDE WAGE AND CLASSIFICATION SERVICES. (33) SCOPE: APPLIES TO ACTIVITIES HAVING LIAISON FUNCTION ONLY OR MINIMAL INVOLVEMENT IN THIS FUNCTIONAL AREA. WILL BE USED WHEN THE ACTIVITY IS NOT TASKED WITH ADDITIONAL SPECIFIC RFC'S IN THE BALANCE OF THE FUNCTIONAL AREA. RFC: .003 PROVIDE LOCAL FUNCTIONAL AND LIAISON SERVICES AT THE ACTIVITY LEVEL. (7R)			P7	N6
PER05 CONDUCT PERSONAL SERVICES PROGRAM.	SCOPE: INCLUDES PROVIDING INFORMATION TO ARRIVING MILITARY PERSONNEL AND DEPENDENTS; ASSISTING THEM IN THE AREA OF LEGAL, RECREATION, AND OTHER REFERRAL SERVICES; DISSEMINATING INFORMATION ON OTHER MILITARY INSTALLATIONS; AND DISSEMINATING WELCOME ABOARD KITS, MAINTAINING LIAISON WITH COMMUNITY AGENCIES, AND OTHER ACTIVITIES AS OUTLINED IN OPNAVINST 1740.1. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (5P) RFC: .001 OPERATE A PERSONAL SERVICE CENTER. (PD)			P4	
PER06 CONDUCT SPECIAL SERVICES PROGRAM.	SCOPE: SELF-EXPLANATORY. RFC: .000 PROVIDE FUNCTIONAL AREA SUPPORT SERVICES. (6P)			P4	

SOURCE: OPNAVINST 5310.12C, May 17, 1978.

PER.2

ENCL 1 TO OPNAVINST 5310.12C

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Figure 5-5

TABLE OF LIMITING PARAMETER CODES

CODE	DEFINITION
	(RECORD 0 IF YES, 1 IF NO)
CH	PROVIDE MAJOR HEADQUARTERS PRIMARY COMMAND AND CONTROL SUPPORT (RECORD 0 IF YES, 1 IF NO)
CJ	HAS DIGITAL SUBSCRIBER TERMINAL EQUIPMENT (DSTE) ( RECORD 0 IF YES 1 IF NO)
DA	ACTIVITY TYPE CODE. CODE (1) ENLISTED DINING FACILITY. CODE (2) HOSPITAL DINING FACILITY. CODE (3) NAVAL TRAINING CENTER DINING FACILITY
DB	AVERAGE RATIONS FED PER MONTH.
DC	TOTAL SERVING LINES OPERATED PER WEEK.
DD	ACTIVITY TYPE CODE (1 RTC. 2 NRMC + HOSP. 3 ALL OTHER DENTAL ACTIVITIES.)
DP	AVERAGE DAILY PATIENT LOAD.
DT	AVERAGE NUMBER OF DENTAL TREATMENT PROCEDURES PERFORMED PER MONTH.
D1	DOLLARS PER YEAR.

SOURCE: OPNAVINST 5310.12C, May 17, 1978.

the Code D1. Therefore, D1 is decoded as dollars per year. So, PER 02.003 9000 means that one of the workload requirements for this particular activity includes operating a Chief Petty Officer's Open Mess with a volume of \$9,000 per year. Essentially, the SHOROC methodology was "created with a view towards computerization"<sup>117</sup> of mission tasking. The second subsystem of the SHORSTAMPS program is development of staffing standards.

Staffing standards depict "the quantitative and qualitative manpower required to accomplish a specific required functional capability from the lowest to the highest workload value."<sup>118</sup> The SHOROC and staffing standards are used to determine the minimum manpower requirements for each shore activity. Staffing standards are developed in three phases (preliminary, measurement, and computation phases). The preliminary phase involves the evaluation of a specific functional area. During this phase, a NAVMMAC survey team visits several shore activities which perform a particular function, to determine which work tasks are necessary to accomplish that function. This information is utilized by NAVMMAC analysts to construct a measurement plan for a

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<sup>117</sup>Ibid.

<sup>118</sup>Chief of Naval Operations, Manual of Navy Officer and Enlisted Manpower Policies and Procedures, OPNAV INST 1000.16D, 30 July 1977, p. A-28.

specific functional area. After a measurement plan has been designed, it is field-tested for accuracy, adequacy and feasibility. After the plan is tested, NAVMMAC analysts make some required revisions and forward it to the appropriate manpower claimants and functional managers for their approval. After the measurement plan has been approved, the measurement phase begins. During this phase, the following techniques are used: time study, predetermined time standards, work sampling, queuing theory, and operational audit. Time studies are conducted by timing a worker while performing a particular task. These times are recorded and standards times for each task are developed. "The predetermined time standards method is based on the use of standard data developed by time study to identify, analyze, and determine time values for elements of an operation, and to establish a predetermined time standard for the operation in accordance with a particular standard data used."<sup>119</sup> When an analyst uses the work sampling technique, he/she observes, at random, several workers in a work area. This technique is used to determine the total time required to perform each of the tasks in a specific functional area. Queuing theory (Waiting Line Theory) is used to determine the service requirements of a service facility; and to balance the unit's costs

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<sup>119</sup>Chief of Naval Operations, United States Navy Manpower Requirements Program For Shore-Based Activities, OPNAV 12P-6, June 1975, p. IV-3.

associated with waiting for service against the costs of providing a service facility which is occasionally idle. The operational audit technique is a combination of several industrial engineering methodologies. "It employs four techniques: best judgement, historical experience, average good operator, and directed requirement."<sup>120</sup> The last phase is the computation phase.

During the computation phase, statistical regression techniques are utilized to determine which variables impact upon manpower requirements and how much manpower per unit of workload. For example, how many man hours per dollar of messing provided. Staffing standards equations are developed and staffing tables are constructed. The staffing tables identify the quantity and quality requirements for each work center. These tables classify each billet as military only, civilian only, or military or civilian; and officer, enlisted and civilian manpower requirements are identified according to RFC. Both the SHOROC and staffing standards programs are still under development and as each SHOROC and accompanying set of staffing standards are approved, the data will be entered into the Chief of Naval Operations Command Management Information System (CNOCOM/MIS).

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<sup>120</sup> Ibid., p. IV-4.

The Navy's Manpower and Material Analysis Centers are responsible for developing staffing standards and conducting on-site surveys. In all three manpower planning systems, the NAVMMAC teams are responsible for analyzing the organizational workload; recommending improved organizational structures, where appropriate; recommending improved methods of manpower utilization; the determination and documentation of minimum manpower requirements and they must identify areas which require work study analysis. In the case of SHORSTAMPS "the emphasis in the manpower study effort has undergone a shift from complete surveys of Navy activities to examinations of selected mission area functions and the use of staffing standards to determine manpower requirements."<sup>121</sup> Therefore, the end-product of on-site surveys varies from the development of a complete manpower document, i.e., SHMD, to developing staffing standards for a specific functional area.

SHORSTAMPS manpower requirements are based upon the Navy Standard Workweek. However, as depicted in Figure 5-6, the Navy's standard workweek for shore activities has several different variations. Military personnel, ashore in Conus (Continental United States) where dependents are authorized have a 40-hour standard work week. Military personnel who are stationed ashore in Conus or overseas where dependents are not authorized, have a standard workweek of 60, 61.7 or

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<sup>121</sup>Ibid., p. I-3.

Figure 5-6

NAVY STANDARD WORKWEEKS FOR SHORE ACTIVITIES

Standard Workweeks

a. Standard Workweek for Military Personnel Ashore

(1) The standard workweek for military personnel at CONUS activities and overseas bases where dependents are authorized is 40 hours. Included in this workweek is an allowance for service diversions which provides for quarters, sick call, personal business, etc. The 40-hour standard workweek for military consists of the following:

	<u>Hours Per Work</u>
Service Diversions/Training	4.83
Leave	1.85
Holidays	1.38
Time Available for Work	31.94
Total	40.00

(2) The standard workweek for military ashore at CONUS activities and overseas where dependents are not authorized should be computed as follows:

	<u>Time Available for Work</u>	<u>Nonavailable Hours</u>	<u>Total</u>
Continuous Shift			
Watchstander	60.00	6.0	66.0
Duty Status Watchstander	61.7	6.0	67.0
Non-watchstander	51.0	6.0	57.0

(3) The workweek for military firefighters and other watchstanding personnel employing the 72-hour workweek is as follows:

Figure 5-6 (cont.)

	<u>Hours Per Week</u>
Service Diversions/Training	4.83
Leave	5.07
Available for Work	<u>62.10</u>
Total	72.00

b. Standard Workweek for Civilians

(1) The standard workweek for civilians is 40 hours. Training includes classroom lectures, security briefings, and safety indoctrination. Diversions include minor unavoidable delays such as fire drills, chest X-rays, voting, blood donations, etc. The 40-hour standard workweek for civilians consists of the following:

	<u>Hours Per Week</u>
Leave	4.60
Holidays	1.38
Training	.22
Diversions	<u>.44</u>
Time Available for Work	<u>33.36</u>
Total	40.00

(2) The standard workweek for civilian supervisory firefighters employing the 56-hour workweek is as follows:

	<u>Hours Per Week</u>
Leave	6.37
Training	.20
Diversions	<u>.44</u>
Available for Work	<u>48.99</u>
Total	56.00

Figure 5-6 (cont.)

(3) The standard workweek for civilian firefighters employing the 72-hour workweek is as follows:

	<u>Hours Per Week</u>
Leave	8.21
Training	.20
Diversions	.44
Available for Work	<u>63.15</u>
Total	72.00

SOURCE: OPNAV 12P-6, June 1975.

51 hours per week, depending on their watchstanding duties. Similarly, the standard work weeks for military firefighters and civilian firefighters are all listed in Figure 5-6. In addition to determining the organization's workload and determining their manpower requirements, NAVMMAC survey teams must take additional factors into consideration when surveying a shore activity.

For example, OPNAVINST. 1700.4 of 11 May 1971 "established a goal of 15 minutes as the maximum customer waiting time at service facilities."<sup>122</sup> This requirement adds a new dimension to the manpower requirements determination process. Additional manpower may be required for some service organizations, if they intend to comply with the 15 minute goal. Similarly, the survey teams must determine whether or not the billet should be filled by a civilian, military or either one.

Some billets could be performed equally well by either military or civilians. However, such factors as: combat readiness, military background, military discipline, training, sea/shore rotation, etc. may dictate that the incumbent be a military person. Similarly, if a billet requires continuity or if there are no military personnel who possess the requisite skills, then civilian incumbency is required. Some enlisted rates have been identified as "deprived rates and G billets"<sup>123</sup> have been identified.

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<sup>122</sup>Ibid., p. III-4.

<sup>123</sup>Ibid., p. III-10.

Essentially, personnel who serve in deprived ratings are subject to unfavorable sea-shore rotation ratios. Therefore, as an attempt to improve the sea-shore rotation of personnel in deprived ratings, "G Billets" have been identified. Personnel from deprived ratings will then fill them. These billets require a qualitative rate level, i.e., E-5, E-6, E-7, etc., but no specific technical skills. The NAVMMAC survey teams must also determine the TAD (Temporary Additional Duty) requirements necessary to support each shore activity. They must determine whether or not a particular task is a valid requirement as opposed to a part time self-help project and they sometimes become involved in re-classifying civilian positions. However, the NAVMMAC analysts "are not required to prepare nor determine the applicable position/job descriptions."<sup>124</sup> This should be done by the command itself.

Currently, the SHOROC tasking language is designed for the peacetime scenario. However, the SHORSTAMPS program intends to address the mobilization issue at a later date.

Although the NAVMMAC survey teams determine manpower requirements based upon accepted industrial engineering techniques, other factors must be considered in the final analysis. As a result of 20th century technological advances, new equipment and weapon systems are constantly being introduced into the Fleet. These systems require qualified

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<sup>124</sup>Ibid., p. III-14.

personnel to operate and maintain them and the requisite skills are not gained overnight. Therefore, "the CNO directed OP-01 and OP-090 to develop a plan to manage and control manpower requirements growth associated with the development and introduction of new systems and equipments into the fleet."<sup>125</sup> This program is called HARDMAN (Military Manpower vs. Hardware Procurement). Another new program is called MODMAN (Modernization Manpower). The MODMAN program is to the FMP (Fleet Modernization Program) what HARDMAN is to the WSAP (Weapons Systems Acquisition Process).<sup>126</sup> The MODMAN Program is designed to incorporate Manpower, Personnel and Training (MPT) considerations into the FMP decision making process. Although further discussion of HARDMAN and MODMAN is beyond the scope of this thesis; it is important for the reader to realize that the Weapons Systems Acquisition Process, as well as the Fleet Modernization Program have an impact upon manpower, personnel and training, and must be considered when planning and programming manpower resources.

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<sup>125</sup>Chief of Naval Operations, Manpower and Training Requirements Determination, 27 March 1978, p. 1.

<sup>126</sup>Vice Admiral J. D. Watkins, U.S.N. (Chief of Naval Personnel), MODMAN Briefing for the Laboratory Directors, May 16, 1977, p. 3.

#### E. SUMMARY

Chapter V described the Navy's manpower requirements determination programs. Ship manpower requirements are documented by ship hull number and are published in a Ship Manpower Document (SMD). Aircraft Squadron manpower requirements are documented according to aircraft type and model and are published in the Squadron Manpower Document (SMD). Similarly, each shore activity has its manpower requirements published in a Shore Manpower Document (SHMD). The Chief of Naval Operations is responsible for the Navy's manpower requirements programs, but the DCNO (MPT), OP-01, actually manages the programs. OP-01 is supported by the Navy's Manpower and Material Analysis Centers (Atlantic and Pacific).

## VI. CONCLUSION

### A. CHAPTER SUMMARIES

Chapter I described the evolution of PPBS and introduced the reader to the other chapters in this thesis. Chapter II was devoted to PPBS.

The PPBS system is analogous to the cross section of an oak tree, as depicted in Figure 6-1. The DOD PPBS system encompasses the three military departments, i.e., Army, Navy, Air Force, like the bark on a tree. It requires them to plan ahead, evaluate the implications of their programs, and to compete for financial resources. Thereby creating mini-PPBS systems within each of the military services. Essentially, the PPBS system helps the Secretary of Defense, as well as the military Departments, to: define the goals of national defense, to determine the military capabilities required to meet those goals and to determine the manpower and capital resources which are necessary to provide those capabilities.<sup>127</sup> Chapter III describes the Navy's POM development process.

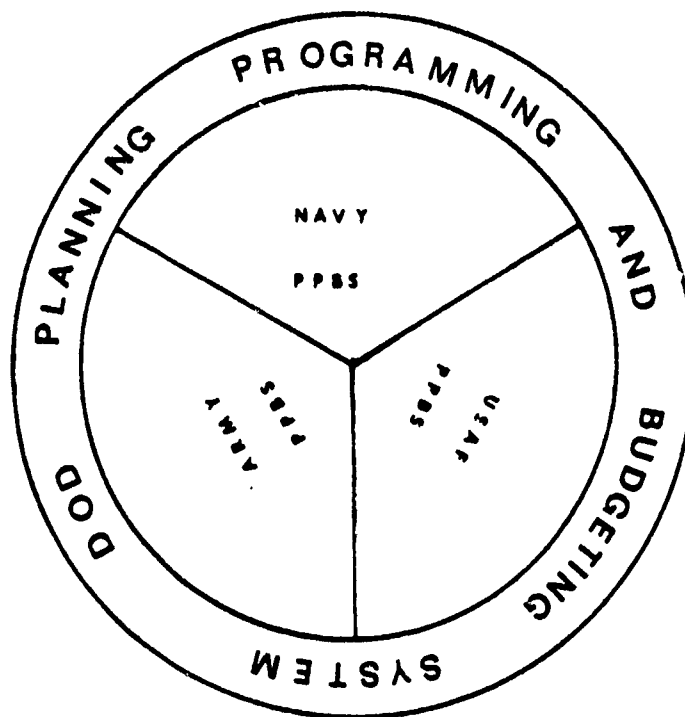
The POM development process is used by the Navy, as well as other DOD components, to program total resources, manpower and capital, for five years at a time. It is an extremely complex process which involves many participants and it

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<sup>127</sup> Enthoven, Alan C., and Smith, Wayne K., How Much Is Enough, First Edition, Harper Colophon Books, 1972, p. 199.

Figure 6-1

OAK TREE DEPICTION OF PPBS



requires a year to complete. The POM is developed annually by each of the services and the Navy process has three phases: CPAM, SPP and End-Game. Each phase involves the coordination and cooperation of a myriad of personnel within the Department of the Navy. Chapter IV describes the POM development Support functions.

Although the POM represents the Navy's output during the programming phase of PPBS, there are many "behind the scenes" support functions which make that output possible. The MARP is a manpower accounting tool which displays the numbers of officer and enlisted quality and quantity by activity. NAMPS is a computerized system which enables the Navy to track program changes throughout the POM cycle. The NAMPS system was designed to evolve in three distinct phases: Mini-NAMPS, Interim-NAMPS and NAMPS. Interim-NAMPS is scheduled for implementation during POM-82 and NAMPS will be implemented sometime in the future. Another major system is called ADSTAP (Advancement, Strength and Training Planning Program). It defines the optimum enlisted force, measures and projects the existing enlisted personnel inventory, calculates and compares the relative worth of projected forces to optimum forces and devises alternative policies to shape the desired enlisted force. One of the key models in the Enlisted Force Management System is called FAST (Force Structure Projection Model). It simulates enlisted manpower flows through the personnel system based upon current and proposed plans and

policies. Finally, the NARM (Navy Resource Model) computes the impact of sponsor changes (deltas) on the FYDP with respect to end-strength; calculates the support requirements necessary to meet fleet demands; it is used to update the FYDP data base and it produces RADS I-IV. Chapter V describes the Navy's manpower requirements programs.

The Navy has three manpower requirements programs, i.e., Ships, Aircraft Squadrons and Shore Activities. The CNO is responsible for the manpower requirements programs, and OP-01 manages them. OP-01 is supported by the Navy Manpower and Material Analysis Centers, Atlantic and Pacific (NAVMMACLANT/MAVMMACPAC). The NAVMMAC survey teams visit the ships, squadrons and shore activities and conduct on-site surveys. These surveys are conducted and the manpower requirements are subsequently determined utilizing widely accepted industrial engineering techniques. Manpower requirements for each Ship/Aircraft Squadron are a function of the ROC (Required Operational Environment). Shore activities have a SHOROC (Shore Required Operational Capabilities). The end result of the manpower requirements determination process is a document called the SMD, SQMD or SHMD; depending upon whether the activity is a ship, aircraft squadron or shore activity. The shore manpower requirements program is called SHORSTAMPS (The Shore Standards and Manpower Planning System). The SHOROC is a subsystem of SHORSTAMPS and it defines tasking in four levels, i.e., mission, mission area, function and

required functional capability. The SHOROC Dictionary defines the tasking for all four levels according to mission area and it is useful when coding/decoding mission tasking. Another subsystem of SHORSTAMPS are the Staffing Standards. Staffing Standards are a break down of the manpower requirements for each RFC (Required Functional Capability). Enclosure 1 discusses a classroom simulation of the Navy's POM development process.

The simulation was designed to familiarize manpower/personnel analysis students with the Navy's POM development process. Eleven graduate students and two professors participated in the simulation. Participants were selected to play the following roles: PDRG/CEB, OF-01, OP-96, OP-090, OP-03, OP-05, JCS, SECDEF, CINCLANTFLT, Commanding Officer of VP-26, and Commanding Officer of a Navy Recruiting Command. The simulation was conducted during four (1 hour) classroom periods and it included a CPAM phase and SPP phase. The simulation was well received by all of the participants and should be required of all manpower/personnel students in the future.

## B. CONCLUSIONS

Although chapters II through V describe each of the processes which are involved with determining manpower requirements and its relationship to PPBS, the reader may still be wondering how these requirements are entered into the system

as a whole. Manpower requirements are determined by NAVMMAC for each ship, aircraft squadron and shore activity in the Navy. This information is one of the many inputs into the MAPMIS system. The MAPMIS system contains the activity, officer billet, and enlisted billet files and this information is combined with numerous other inputs, including NMP (Navy Manning Plan). One of the MAPMIS outputs are activity manpower authorizations (OPNAV 1000/2), and each activity is manned at a level which is equal to or less than the quantity denoted in its OPNAV FORM 1000/2.

## Appendix A

**TIME PERIOD:**

OCTOBER  
NOVEMBER  
DECEMBER  
JANUARY  
FEBRUARY  
MARCH  
APRIL  
MAY  
JUNE  
JULY  
AUGUST  
SEPTEMBER  
OCTOBER

**EXECUTION YEAR:**

FY 79 Begins  
Execution Monitoring Throughout Fiscal Year

**BUDGET YEAR:**

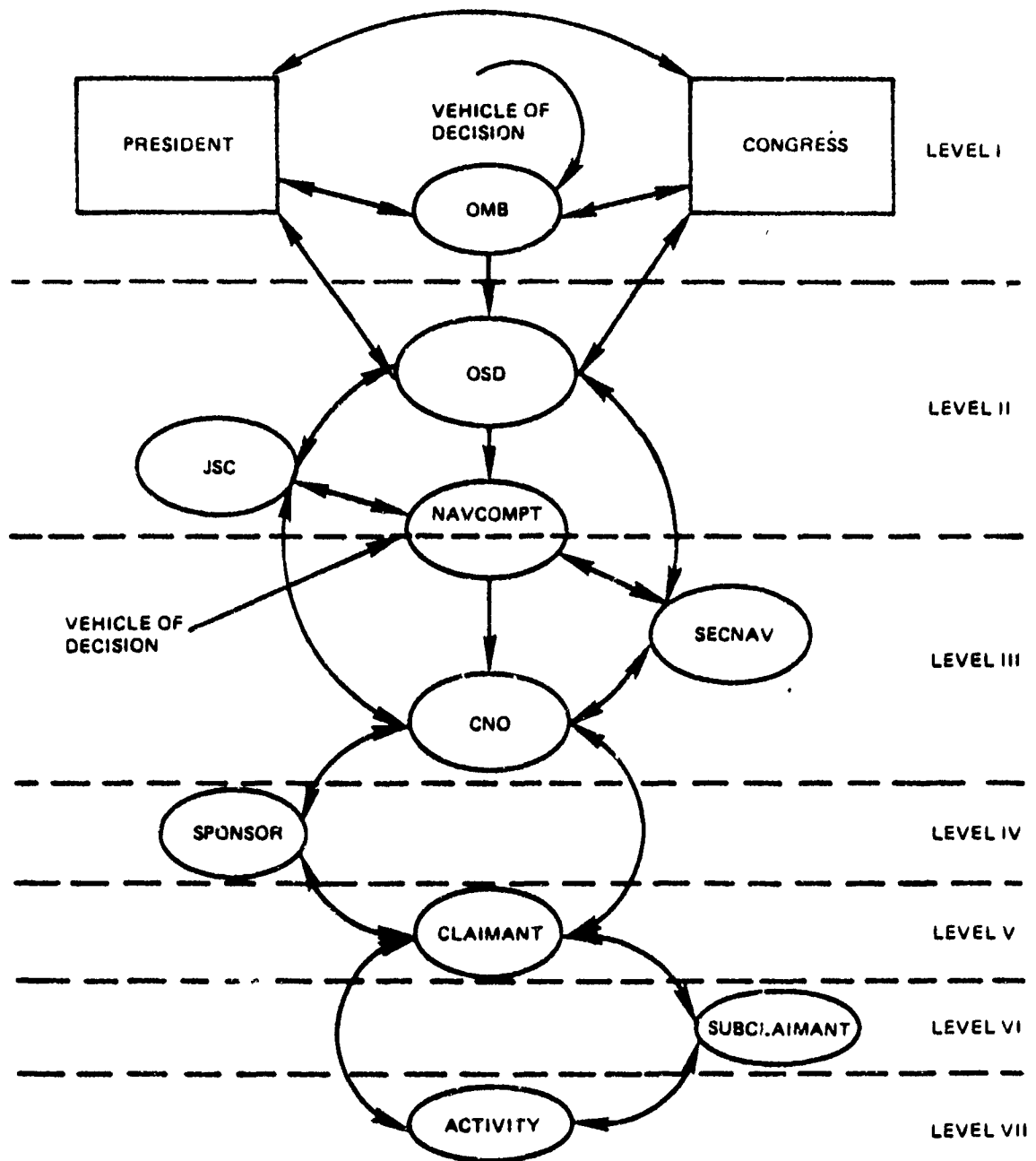
OSD/OMB Review FY 80 Budget  
President Submits FY 80 Budget  
Congressional Hearings on FY 80 Budget  
FY 80 Authorizing, Appropriating Legislation  
FY 80 Begins

**POM YEAR:**

POM-81 Planning and Issue Development  
POM-81 SPP Formulation and Assessment  
POM-81 End-Game  
POM-81 to SECNAV/OSD  
OSD Reviews POM-81 Issues  
OSD Makes POM-81 Program Decisions  
NAVCOMPT Reviews FY 81 Budget  
OSD/OMB Review FY 81 Budget  
FY 81 Budget Call  
FY 81 Budget Formulation  
POM-82 Planning Begins

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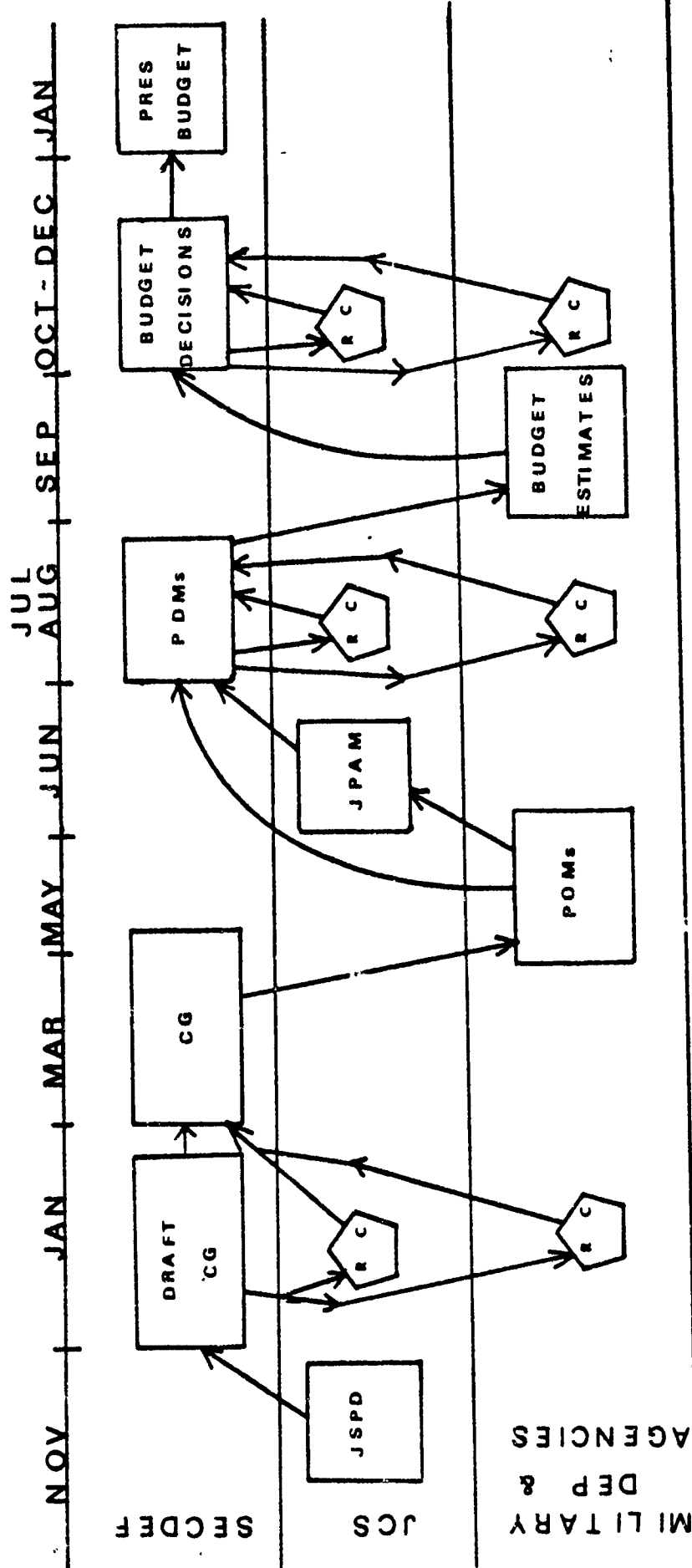
## Appendix B



Normal communication flow of the PPBS.

SOURCE: Navy Personnel Research and Development Center, NPRDC TR 75-19, Navy Manpower Planning and Programming: Basis for Systems Examination, by David A. Wedding and Elmer S. Hutchins, Jr., October 1974

Appendix C  
PLANNING, PROGRAMMING AND BUDGETING SYSTEM



SOURCE: Planning, Programming and Budgeting System, Command Magazine, Vol. 1, No. 1, January 1979.

= REVIEW AND COMMENT

## Appendix D

### NATIONAL SECURITY COUNCIL (NSA 1947, as amended)

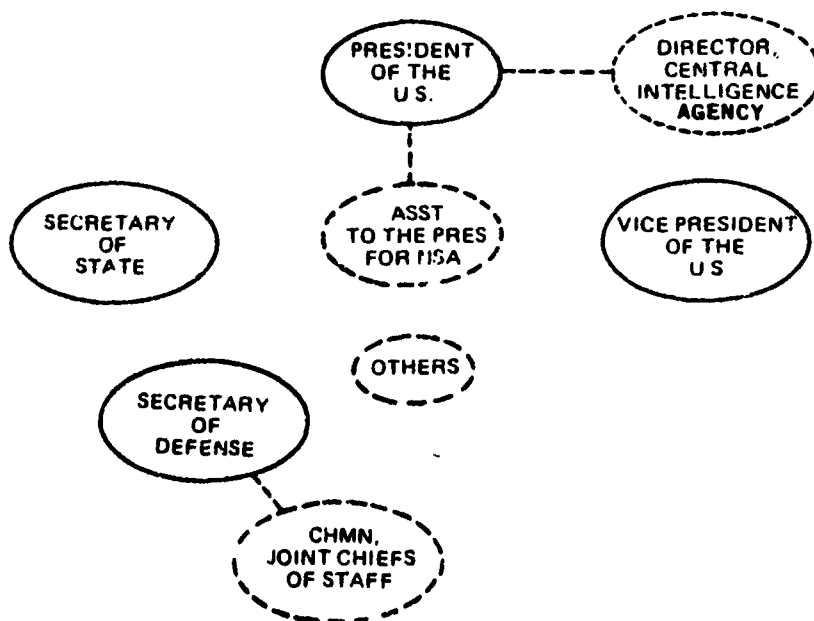
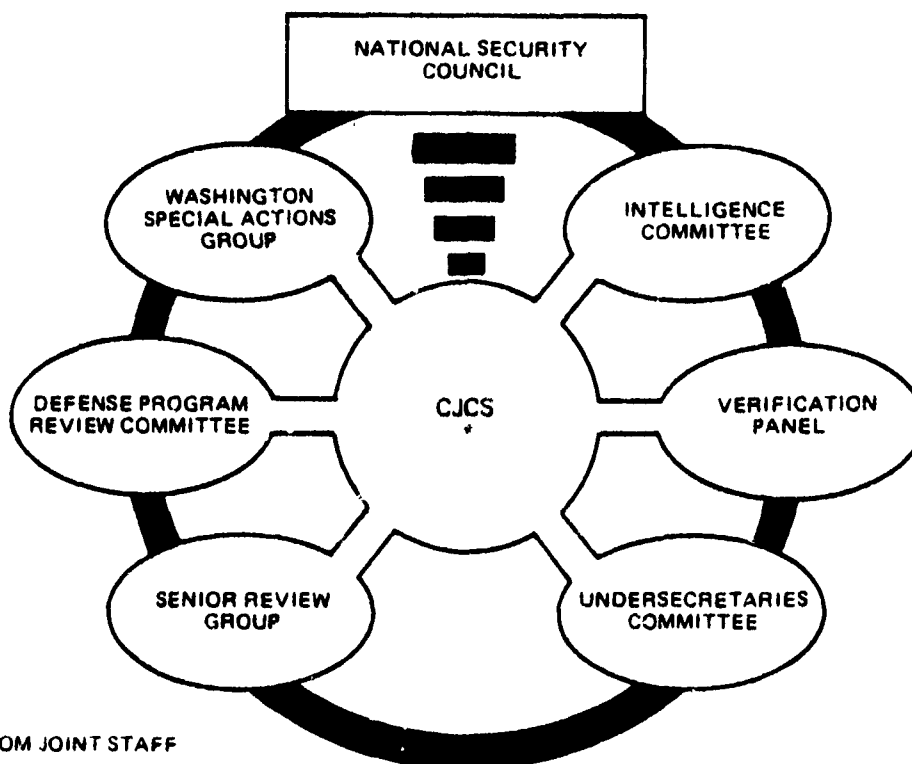


Figure 14. Membership of the National Security Council.



\*WITH BACK UP FROM JOINT STAFF

Interface of the Chairman, Joint Chiefs of Staff with the supporting bodies of NSC

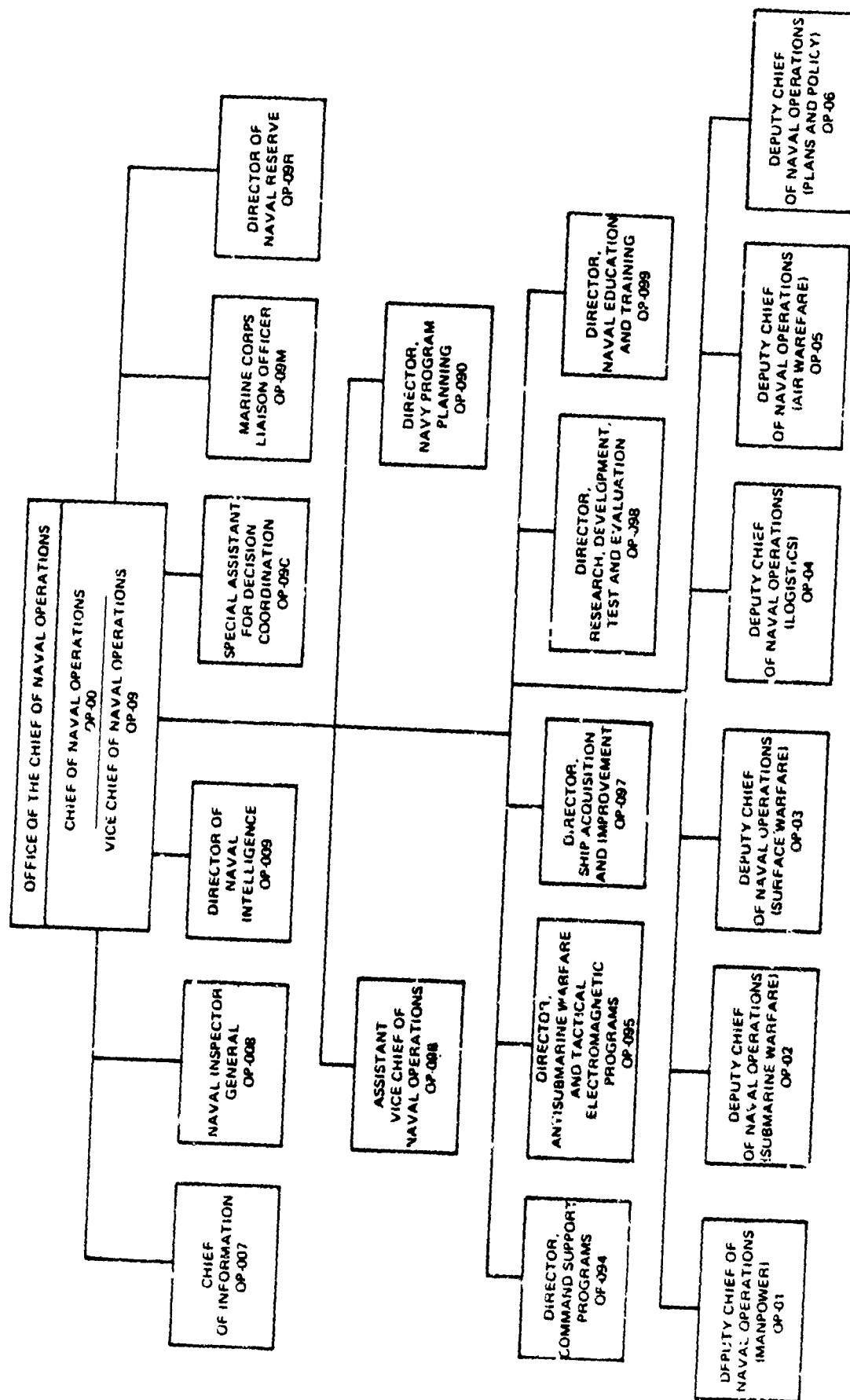
Extracted from the Commanders Digest, Vol 13, No 32, June 14, 1973, "Mission, Responsibilities of Joint Chiefs Explained" Admiral Thomas H. Moorer, USN  
Chairman, Joint Chiefs of Staff

SOURCE: Navy Personnel Research and Development Center, NPRDC TR 75-19, Navy Manpower Planning and Programming: Basis for Systems Examination, by David A. Wedding and Elmer S. Hutchins, Jr., October 1974.

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SOURCE: Navy Personnel Research and Development Center, NPRDC TR 75-19, Navy Manpower Planning and Programming: Basis for Systems Examination, by David A. Wedding and Elmer S. Hutchins, Jr., October 1974.



Organization of the Office of CNO.

SOURCE: Navy Personnel Research and Development Center, NPRDC TR 75-19, Navy Manpower Planning and Programming: Basis for Systems Examination by David A. Wedding and Elmer S. Hutchins, Jr., October 1974.

## Appendix G

### TASK AREAS AND RESOURCE SPONSORS

#### TASK AREAS

##### Warfare Task Areas

Strategic

ASW

AAW

ASUW

Strike Warfare

Amphibious Warfare

Mine Warfare

##### Supporting Warfare Task Areas

Electronic Warfare

Special Warfare

Intelligence

Command, Control & Communications

Logistics

Fleet Support, Mobile

Mobility

Support and Logistics

Base Operations

##### Functional Task Areas

Manpower and Personnel

Training

R & D Support

ADMIN & DOD Support

Medical

SOURCE: POM SERIAL 81-1, August 1978.

# Appendix G (cont.)

## RESOURCE SPONSORS

<u>Resource Area</u>	<u>Sponsor</u>
Surface Warfare.....	OP-03
Submarine Warfare.....	OP-02
Air Warfare.....	OP-05
Command & Control.....	OP-094
Intelligence.....	OP-009
Undersea Surveillance/Oceanography.....	OP-095
Personnel Support and Training.....	OP-01
Logistics.....	OP-04
Administration/DOD Support.....	OP-09B
R & D.....	OP-098
Military Assistance.....	OP-06
Medical.....	OP-093
Consolidated Cryptologic Program.....	OP-094

## Appendix H

### APPROPRIATION SPONSORS

<u>Appropriation</u>	<u>Abbreviation</u>	<u>Sponsor</u>
Shipbuilding & Conversion, Navy.....	SCN.....	OP-03
Aircraft Procurement.....	APN.....	OP-05
Other Procurement, Navy.....	OPN.....	OP-92
Weapons Procurement, Navy.....	WPN.....	OP-03
Research, Development, Test, and Evaluation, Navy.....	RDTE,N.....	OP-098
Military Construction, Navy.....	MILCON.....	OP-04
Operation & Maintenance, Navy.....	O+M,N.....	OP-92
Military Personnel, Navy.....	MPN.....	OP-01
Military Construction, Naval Reserve.....	MCNR.....	OP-09R
Reserve Personnel, Navy.....	RPN.....	OP-09R
Operation & Maintenance, Naval Reserve.....	O+MNR.....	OP-09R

SOURCE: POM 81-1, Enclosure 1, 22 September 1978.

## Appendix I

### ASSESSMENT SPONSORS

<u>Area</u>	<u>Sponsor</u>
Manpower, Personnel and Training.....	OP-01
Acquisition.....	OP-098
Base Operating Support.....	OP-04
Encroachment <sup>1</sup> .....	OP-04
Ship Maintenance & FMP <sup>2</sup> .....	OP-04
Spares & Repair Parts (Procurement & Rework).....	OP-04
Military Construction.....	OP-04
Conventional Ordnance (Procurement & Rework).....	OP-04
Energy Conservation.....	OP-04
Sustainability.....	OP-04
Electronic Warfare.....	OP-094
OTH Targeting <sup>3</sup> .....	OP-094
Anti-Submarine Warfare.....	OP-095
NATO RSI <sup>4</sup> .....	OP-06

———— SOURCE: POM 81-1, Enclosure 1, 22 Sept. 1978

<sup>1</sup>Encroachment refers to the procurement of land in the vicinity of Naval Stations and Naval Air Stations where an explosive hazard exists.

<sup>2</sup>FMP stands for Fleet Modernization Program. The purpose for this appropriation is to insure that adequate funds are set aside to purchase new shipboard equipment.

<sup>3</sup>OTH stands for Over The Horizon targeting and it is concerned with the coordination and development of a long range targeting capability.

<sup>4</sup>NATO RSI stands for NATO Related Standardization/inter-operability. Funding is set aside for designated NATO programs which are of interest.

SOURCE:  
OPNAVINST 1000.16D  
30 JUL 1977

Appendix J

MILITARY MANPOWER CLAIMANTS

Military Manpower Claimants are:

Central Operating Activity (COA) (Pers-313)  
Chief of Naval Operations (Op-09BF)  
Deputy Comptroller of the Navy (NCD)  
Chief of Naval Research  
Commander Naval Intelligence Command  
Chief, Bureau of Medicine and Surgery  
Commander Naval Air Systems Command  
U.S. Army  
Chief of Naval Personnel  
Commander Naval Supply Systems Command  
Commander Naval Sea Systems Command  
Commander Naval Facilities Engineering Command  
Commandant of the Marine Corps  
Secretary of Defense/Chairman, Joint Chiefs of Staff  
Director, Strategic Systems Project Office  
Commander Military Sealift Command  
Chief of Naval Material  
Commander Naval Electronic Systems Command  
Director, Defense Nuclear Agency  
Director, Defense Communications Agency  
Director, Defense Intelligence Agency

Appendix J (cont.)

Director, National Security Agency  
Director, Defense Mapping Agency  
Director, Defense Investigative Service  
Director, Defense Logistics Agency  
U.S. Air Force  
Commander in Chief, U.S. Atlantic Fleet  
Commander in Chief, U.S. Naval Forces, Europe  
Chief of Naval Education and Training  
Commander Naval Telecommunications Command  
Oceanographer of the Navy  
Commander Naval Security Group Command  
Commander in Chief, U.S. Pacific Fleet  
Chief of Naval Reserve  
Director of Naval Laboratories  
Reimbursable

# Appendix K

## POM-80 PROGRAM DEVELOPMENT REVIEW COMMITTEE (PDRC)

CHAIRMAN: REAR ADMIRAL J. G. WILLIAMS

<u>OP#</u>	<u>NAME</u>	<u>ROOM#</u>	<u>BLDG</u>	<u>EXT</u>
CP-094B	RADM W.H. McLAUGHLIN, JR	4C679	Pentagon	53668
OP-095B	RADM J.C. METZEL, JR	4E536	Pentagon	73408
USMC	MGEN P.X. KELLY	2114	AA	43435
OP-04B	RADM R.M. GHORMLEY	4E606	Pentagon	73014
OP-09B	RADM J.T. COUGHLIN	4E623	Pentagon	54337
OP-093B	RADM H.A. SPARKS	1100	BUMED	44154
OP-92D	RADM T.J. HUGHES	4C623	Pentagon	53262
OP-50	RADM P.H. SPEER	4E384	Pentagon	71446
OP-02B	RADM S.A. WHITE	4E524	Pentagon	50061
OP-09RB	RADM T.A. KAMM	4E466	Pentagon	55353
OPA	RADM J.A. SAGERHOLM	4D730	Pentagon	79396
OP-009	RADM S. SHAPIRO	5C600	Pentagon	53944
OP-96	RADM L.S. KOLLMORGEN	4A526	Pentagon	70831
OP-01C	RADM J.A. WINNEFELD	2064	AA	42979
OP-32	RADM R.K. FONTAINE	4D547	Pentagon	71465
MAT-01	RADM P.R. GATES	1174	CP-5	28551
OP-60B	RADM P.F. CARTER, JR	4E566	Pentagon	54402
OP-098B(A)	CAPT P. DURBIN	5C687	Pentagon	74532
President CNA	A.P. BORDEN*	1212	1401 Wilson Blvd	59241 (X-633)

( \*always invited but not a member)

Enclosure (2) to  
POM 81-14  
CNO ltr ser 901/582900 of

DEC 21 1978

Appendix L

POM-81 PROGRAM DEVELOPMENT REVIEW COMMITTEE

(PDRC)

OP-90 CHAIRMAN	OP-09RB
OP-96	OP-12
OP-92	CP-02B
OP-009	OP-32
OP-095B	OP-04B
OP-09B	OP-50
USMC REPRESENTATIVE	OP-60B
OP-093B	MAT-01
OP-094B	OPA (Office of Program Appraisal)
OP-098B	SECRETARIAT (Principal Deputy)

SOURCE: POM SERIAL 81-1, 22 September 1978

# Appendix M

## TENTATIVE SCHEDULE FOR POM-81

<u>DATE</u>	<u>EVENT</u>	<u>LEAD</u>
<u>1978</u>		
29 SEPTEMBER	PREVIEW CPAM	OP-96
MID-OCTOBER	OCT FYDP UPDATE	OP-90
MID-OCTOBER	PROMULGATE DNPPG	OPA
LATE-OCTOBER	PROMULGATE RAD I	OP-90
1 NOVEMBER	PROMULGATE CPFPG I/RAD II	OP-90
20 NOV-1 DEC	SUBMIT PRIORITIZED ISSUES TO SPONSORS	NAVMAT
1 DECEMBER	PROMULGATE CPPG	OP-96
<u>1979</u>		
2 JANUARY	COMMENCE PDRG REVIEW OF CPAM's	OP-96
5 JANUARY	COMMENCE CEB REVIEW OF CPAM's	OP-96
9 JANUARY	PROMULGATE DRAFT CG	OSD
16 JANUARY	JAN FYDP UPDATE	OP-90
26 JANUARY	PROMULGATE RAD III	OP-90
2 FEBRUARY	CEB REVIEW OF SUMMARY CPAM I	OP-96
15 FEBRUARY	PROMULGATE CPFPG II/RAD IV	OP-90
26 FEBRUARY	COMMENCE SPP PRESENTA- TIONS TO PDRG	RESOURCE SPONSORS
2 MARCH	DON RESPONSE TO DRAFT CG TO OSD	OP-90/OPA
9 MARCH	ALL SPP DATA BASES COMPLETE	RESOURCE SPONSORS
12 MARCH	OPN/WPN LINE-ITEMS TO NAVMAT FOR REPRICING	APPROPRIA- TION SPONSORS
19 MARCH	COMMENCE PROGRAM ASSESS- MENTS	DESIGNATED SPONSORS
23 MARCH	ASSESSMENTS COMPLETE	DESIGNATED SPONSORS
28 MARCH	CEB REVIEW OF SUMMARY CPAM II	OP-96
28 MARCH	COMMENCE FINAL POM DEVELOPMENT	OP-90
2-6 APRIL	OP-090/APPROPRIATION SPONSOR REVIEWS	OP-92/APPRO- PRIATION SPONSORS
20 APRIL	MPN/END-STRENGTH RECONCILIATION	OP-01/OP-90

Appendix M (cont.)

<u>DATE</u>	<u>EVENT</u>	<u>LEAD</u>
20 APRIL	DATA BASE LOCK: DOCUMENT, REVIEW & PRINT POM	OP-90
18 MAY (EST)	SUBMIT POM TO OSD	OP-90

SOURCE: POM SERIAL 81-1, Enclosure 2, 22 September 1978.

# Appendix N

## TENTATIVE SCHEDULE OF CNO PROGRAM ANALYSIS MEMORANDA (CPAM)

### POM-81

<u>CPAM</u>	<u>PDRC</u>	<u>CEB</u>	<u>SECNAV</u>
PREVIEW CPAM	26 SEP 78	29 SEP 78	10 OCT 78
RESOURCES/STRATEGIC	2 JAN 79	5 JAN 79	9 JAN 79
C <sup>2</sup> I	4 JAN 79	8 JAN 79	11 JAN 79
ASW/A&W	8 JAN 79	11 JAN 79	15 JAN 79
MINING/AMPHIBIOUS	TBA	TBA	TBA
ASUW/STRIKE	10 JAN 79	15 JAN 79	17 JAN 79
FLEET SUPPORT/FORCE LEVELS	12 JAN 79	18 JAN 79	20 JAN 79
MANPOWER/TRAINING	15 JAN 79	22 JAN 79	23 JAN 79
GENERAL SUPPORT & LOGISTICS	17 JAN 79	24 JAN 79	26 JAN 79
SUMMARY CPAM I	29 JAN 79	2 FEB 79	5 FEB 79

SOURCE: POM SERIAL 81-1, Enclosure 2, 18 August 1978.

Appendix O

SAMPLE OF SOME ACTUAL POM-81 CPAM ISSUES

Global limitations affecting training capability

Issue: Should funding shortages that limit the capability to train be fully supported in POM-81?

Background: An austere funding climate during the past years has made it necessary to fund at marginal or sub-marginal levels several requirements that impose limitations on CNET's capability to train. Continued underfunding will cause continued reductions in this capability.

Discussion: Although not often considered as such during POM deliberations, these requirements are in direct support of training:

\*Maintenance of Real Property. Lack of adequate funding in the MRP Program has allowed deterioration of CNET's plant to the extent that it will eventually create partial paralysis in its support effectiveness to the Command's mission. Drastic cuts have been taken primarily because deferral of real property maintenance has been the least painful of funding alternatives to Navy managers.

## Appendix O (cont.)

\*Military Construction. Sufficient MCON funds have not been provided to replace overaged buildings. Nearly half the plant should be considered for replacement or modernization by the year 2000 if the long-term future of the Navy's education and training capability is to be safeguarded.

\*General Purpose Electronic Test Equipment (GPETE). An FY-79 backlog of \$1.5 million in GPETE initial outfitting requirements for new Navy Training Plan courses has been identified. Other sustaining requirements to meet increases in student loads or improved training methodology will increase the total size of the backlog to over \$7 million. CHNAVMAT plans to provide \$220 thousand and \$425 thousand in FY-79 and FY-80, respectively, for GPETE procurement. Graduates from courses not fully supported by required GPETE will arrive at their duty stations without the desired technical competence.

\*Technical Training Equipment (TTE) Installation and Maintenance. CNET TTE depot level maintenance (overhaul) requirements are \$11, \$3, and \$4 million in FY-89, 80, and 81 respectively.

## Appendix D (cont.)

Limited available O&MN funds have of necessity been expended by NAVSEA for equipment installation only (approximately \$6.0M each year for FY-1977 and FY-1978) since OSD eliminated overhaul funds from NAVSEA's budget in FY-1977 and FY-1978). Continued underfunding will result in inoperative equipment and "paper-and-pencil" maintenance training.

\*Simulator Acquisition. Warfare sponsor requirements for new simulators continue to grow and have exceeded the workload capacity of NAVTRAEQUIPCEN Orlando for acquisition. Inadequate support in previous POM years has resulted in an insufficient contract administration capability.

- Alternatives:
1. Provide no additional funds for overcoming shortfalls.
  2. Provide funds to overcome shortfalls and level fund annual reoccurring requirements over the POM years.
  3. Provide funds to overcome shortfalls and level fund in POM years for MRP, TTE, and GPETE, fund MCON requirements at a reduced level, and provide contractual funding to support simulator shortfalls.

## Appendix O (cont.)

### Assessment of Alternatives:

An assessment of each of the alternatives is provided in the individual CPAM issues attached. Alternative 1 retains status quo and continuation of debilitating training shortfalls. Alternative 2 in each issue paper is recommended since it is the only alternative that will sustain an adequate level of support.

SOURCE: POM-81 Issue Paper CNET, Code N-301.

## GLOBAL TRAINING LIMITATIONS CPAM ISSUE - FYDP CHANGES

	FY81	FY82	FY83	FY84	FY85
<u>Alternative 1 - no change</u>					
<u>Alternative 2</u>					
SIMSUP					
CIV POSITIONS	+50	+100	+150	+150	+150
<u>FUNDS (\$000)</u>					
O&MN					
CIVSAL (S/S)	+444	+1331	+2218	+2661	+2661
MRP	+22400	+8400	+1700	+1000	+2000
TTE	+5500	+5000	+4500	+4000	+4000
SIMSUP	+9384	+6721	+4058	+4058	+4058
TOTAL	+37728	+21452	+12476	+11179	+12719
OPN (GPETE)	+4000	+4000	+4000	+1500	+1500
MCON	+76000	+76000	+76000	+76000	+76000
TOTAL FUNDS	+117728	+101452	+92476	+88679	+90219
<u>Alternative 3</u>					
<u>FUNDS (\$000)</u>					
O&MN					
MRP*	+22400	+8400	+1700	+1000	+2000
TTE*	+5500	+5000	+4500	+4000	+4000
SIMSUP	+12226	+12226	+12226	+12226	+12226
TOTAL	+40126	+25626	+18426	+17226	+18226
OPN (GPETE)*	+4000	+4000	+4000	+1500	+1500
MCON	+50000	+50000	+50000	+50000	+50000
TOTAL FUNDS	+94126	+79626	+72426	+68726	+69726

\* Same amounts shown for MRP, TTE, and GPETE in Alternative 2. In event Alternative 3 is approved, these amounts must be included.

## Appendix P

SOURCE: CNO Officer  
Requirements Plan,  
7 December 1978.

DESIGNATOR 1110 REQUIREMENT  
SURFACE WARFARE

GRADE	FY 1979	FY 1980	FY 1981	FY 1982	FY 1983	FAC*		
						T	E	R
FLAG	19	19	19	19	19			
CAPT	311	308	308	308	310	3	9	
CDR	875	855	860	855	865	23	35	1
LCDR	1455	1440	1445	1440	1450	5	58	
LT	1962	1968	2009	1936	1951	1	108	
LTJG	1700	1700	1700	1675	1685	1	156	
ENS	1500	1400	1410	1400	1410		82	
TOTAL	7821	7690	7751	7633	7690	33	448	1

\*INCLUDED WITHIN TOTAL REQUIREMENT

## Appendix Q

### NARM DATA ENTRY SHEET (NDES) INSTRUCTIONS

#### A. INTRODUCTION

1. Purpose: The purpose of the Navy Resource Model (NARM) Data Entry Sheet (NDES) is to enter data into the Program Objectives Memorandum (POM) data base. To allow the use of the word processing equipment, the NDES will be typed using an Optical Character Recognition (OCR) typing font

2. NDES Example. Within bounds, the order in which data is recorded on the NDES is flexible and the format is designed to reduce the number of repetitive entries. For example, TAB A is a completed NDES in which OP-03 proposes a change in Navy support to the U.S. Coast Guard. The OP-03 analyst decides how to format the NDES and chooses to list:

<u>ITEM</u>	<u>NDES ENTRY</u>
Claimant (CL)	CL:24
Program Element (PE)	PE:78017N
Appropriation (APPN)	APPN:OPN1

He could have changed the order as follows:

<u>ITEM</u>	<u>NDES ENTRY</u>
Program Element (PE)	PE:78017N
Claimant (CL)	CL:24
Appropriation (APPN)	APPN:OPN1

Data ordering should be selected so as to avoid repetitive entries.

3. Level of Detail: The level of detail requirement for the POM-81 data collection effort is described in TAB B and is mandatory.

B. TYPING REQUIREMENTS. Since OCR equipment will be used to read the NDES, the following typing rules must be followed:

1. Character Set: The typing font is the OCR-B/IBM #210 (ECMA-11) or OCR-A/IBM #170, with all letters capitalized.

## Appendix Q (cont.)

2. Character Pitch: 10 characters per inch.

3. Ink Color: Black must be used. For IBM Selectric typewriters use IBM ribbon #1136390. It is most important that the character imprint be sharp.

4. Corrections: Any corrections made during NDES preparation must be made in accordance with enclosure (3). Neither correction tape nor white-out are acceptable methods of correction.

5. Paper: NDES forms are available in OP-901M and must be used. All copies of the NDES submitted to OP-901M must be original; reproduced copies cannot be read by OCR equipment.

6. Margins: There must be a one inch margin on each side of the paper. Any margin marking must be in non-reproducible red or yellow ink and not black.

7. Spacing: All sheets must be double spaced.

C. DATA TAGS. A data tag is an identifier used to establish the character and purpose of the data described by the tag.

1. Valid Tags. Data tags must be cited by the abbreviation followed by a colon (:); i.e., PE:, UIC:, RS:, SERIAL:, TITLE:, CL:, APPN:, LI:, PRI:, TOTAL:, JUSTIFICATION:. The valid data tags are as follows:

<u>VALID DATA TAG</u>	<u>ABBREVIATION</u>
Resource Sponsor Code	RS:
Program Change Serial	SERIAL:
Program Change Title	TITLE:
Priority	PRI:
Claimant	CL:
Program Element	PE:
Appropriation/Force/Manpower Category	APPN:
Line Item	LI:
Unit Identification Code	UIC:
Total dollars	TOTAL:
Justification	JUSTIFICATION:
Continuation Serial	CONTINUATION SERIAL:

2. Order of Entries. NDES data entries must be ordered as follows:

## Appendix Q (cont.)

a. All tags except for SERIAL: and TITLE: must be the first entry on each line. The first letter of RS: must be aligned under the arrow which defines the left margin of the NDES; all tags except RS: may be preceded by spaces. Without exception, all tags must be followed by a colon (:) and the colon must be followed by a code or title as appropriate, with no spaces between the colon and the code or title.

b. The first entry on any NDES will be either RS: or CONTINUATION SERIAL:. If the first entry is RS:, it must be followed on the same line by SERIAL:, and then TITLE:. Any number of spaces is permitted between RS:, SERIAL:, and TITLE:. If there is a continuation sheet from a previous NDES, then the first word on the sheet will be CONTINUATION followed by a space and then SERIAL:.

Example:

RS:OP03 SERIAL:4543 TITLE:RESTRUCTURE USCG (first  
page)  
CONTINUATION SERIAL:4543 (second page)

c. The second line of information will be the year span for the data to be entered on the NDES. Although the spacing between years is not critical, all five program years must be depicted. The titles employed for year can be any of the following:

Example:

1981	1982	1983	1984	1985
FY81	FY82	FY83	FY84	FY85
FY1981	FY1982	FY1983	FY1984	FY1985
81	82	83	84	85

d. The next entry will be the priority assigned to the program change. Use priority 100 through 499 for program changes between the Minimum and Basic Levels; priority 500 through 899 for program changes between the Basic and Enhanced Levels. Sponsors desiring to prioritize program changes in the Minimum Level may use priorities 001 through 099; non-prioritized program changes in the Minimum Level should be assigned 000. Sponsors desiring to include prioritized program changes above the Enhanced Level in their SPP data bases may do so using priorities 900 through 999.

e. The next entry will be the data tag which changes value least often and is not dependent upon another data tag.

# Appendix Q (cont.)

The rules for dependency between data tags will be given in paragraph E.1. "Rules for Data Tags (Specific)."

Example:

	<u>FY 81</u>	<u>FY 82</u>	<u>FY 83</u>	..
PRI:020				
APPN:MILPERS				
LI:0032				
CL:62				
PE:82731N				
UIC:01234	30/300	5/20	30/500	..
UIC:01235	-30/-400	-5/-6	-30/-600	..
PE:82723N				
UIC:56789	20/300	5/3	4/10	..
UIC:34567	100/300	2/5	103/310	..
ETC.				

In the above example, APPN:, LI:, and CL: change the least often; therefore, these three codes are listed first. The assumptions underlying this approach are:

(1) If a data tag is not entered, its value is assumed to be blank.

(2) If a data tag and value are entered, the same value is assumed for that tag until either the entry of the same tag with a different value, or the beginning of a new serial.

f. All data values will be entered on the same line as the lowest level of detail (in the example above, UIC:). All dollars will be entered in thousands, while MILPERS, CIVPERS and forces will be entered in actual numbers (MILPERS is stated as number of officers/number of enlisted).

(1) For procurement account changes which alter the actual quantity of items procured, the form will be number/cost.

Example:

<u>FY81</u>	<u>FY82</u>	<u>FY83</u>
-1/-3060	-2/-6720	-1/-3200

## Appendix Q (cont.)

In this case, one item costing \$3,060,000 is to be removed from the program in FY81, two items costing \$6,720,000 are to be removed in FY82, etc.

(2) For changes to military personnel, the form will be officers/enlisted, even if the value for officers or enlisted is zero.

Example:

<u>FY81</u>	<u>FY82</u>	<u>FY83</u>
-30/-50	-20/-60	-10/-100
0/-10	0/-20	0/-20

In the first example, 30 fewer officers and 50 fewer enlisted are programmed for FY81, etc. In the second example, 10 fewer enlisted are programmed for FY81 with no change in officers.

(3) For changes not involving either quantities or military manpower, the form will be "cost" in thousands of dollars.

<u>FY81</u>	<u>FY82</u>	<u>FY83</u>	<u>FY84</u>	<u>FY85</u>
-300	-500	-600	0	0

(4) In those instances in which there is no change in a year, the entry will be "0" (zero).

Caution: Do not use "Ø" or the alphabetic "O".

Example:

<u>FY81</u>	<u>FY82</u>	<u>FY83</u>	<u>FY84</u>	<u>FY85</u>
0	-300	0	0	-500
0	-30/0	0	-60/-500	0

(5) If the data value is negative, the minus sign must immediately precede the number. No "+" (plus) signs are permitted on any data lines.

## Appendix Q (cont.)

(6) No \$ (dollar) signs are permitted on any data lines.

(7) The maximum number of digits for a data value is eight (8) (including the minus sign, if any).

g. The last entry of data will be followed by a TOTAL: line summing the total dollar change for the serial. MPN dollars by serial will be calculated by OP-901M, and should not be included in this total. The Sponsor must, however, submit a separate serial for each fiscal guidance level specified in CPFPG II containing the lump sum total MPN change for all serials in each level. No data tags other than RS:, SERIAL:, TITLE:, APPN: and TOTAL: will appear in this serial. The titles "MPN Total, Minimum; MPN Total, Basic; MPN Total, Enhanced" will be used as appropriate. These MPN totaling serials will be dropped from the data base when the NARM accomplishes the MPN calculation.

h. Following the TOTAL: line will be the justification for the serial. The justification should contain the following information:

(1) A description of the program and the intent of the program change.

(2) Rationale/justification for the program change and priority assigned.

(3) Line-item titles, additional information, and RAD III base information as desired.

(4) The name, office symbol, and telephone number of the individual completing the NDES.

i. If the data and/or justification for any serial require second or third pages, continuation pages may be used. Page 1 of the serial may stop at any convenient place. The continuation page will begin as indicated in the following example:

Example:

CONTINUATION SERIAL:4350 PAGE 2

Any number of continuation pages is permissible.

## Appendix Q (cont.)

### D. DATA TAG RULES.

1. APPN: Appropriation, force and manpower category codes are contained in Tab C, the Appropriation Dictionary. Non-add appropriation and line-item codes to permit tracking of designated MILPERS critical ratings and CIVPERS high grades (GS-13 and above) are contained in enclosure (2). The appropriate code is required for all data. The following data tag must not be placed before the APPN: line.

LI: (Line-Item)

If placed before APPN:, line-item will be ignored.

2. LI: The line-item code dictionaries are contained in TAB D and enclosure (2). The line-item dictionaries show a six digit code for each line-item. The last four digits should be entered following LI:. For example, the dictionary shows 340125; the correct entry is LI:0125. Since line-item is dependent upon appropriation, this code may not be entered before the appropriation code. Line-item codes are mandatory for the following: Ship Forces (Class), Aircraft Forces (Type/Model/Series), all procurement accounts, RDT&E projects, O&MN/OMNR, MILPERS and CIVPERS. If a new line-item title or code is needed, the word "NEW" should be inserted after LI:. However, no new line-items are permitted in OMN/ OMNR. The serial title will be used as the line-item title until the Appropriation Sponsor review. A full description of each "NEW" line-item should be addressed in the justification section of the NDES.

Example:

LI:NEW

3. CL: Claimant codes are listed in TAB E and are required for all data.

4. UIC: The valid UIC, and PE appropriate to a UIC, codes are listed in the Department of the Navy Five-Year Defense Program (DNFYP) Dictionary referred to as "Dictionary 90". A UIC entry is mandatory where indicated in TAB B. The UIC entry is a five character code derived by dropping the first alphabetic character and using the next five characters. For example, a UIC of B005060 would be entered in the NDES as 00506.

Appendix Q (cont.)

5. PE: Valid program element codes are available in the Resource Allocation Display (RAD) Dictionary. All data must be entered against an existing PE code. The entry "NEW" is not acceptable for a PE entry; any new program elements must be coordinated through the Department of the Navy Program Information Center (DONPIC).

6. RS: The Resource Sponsor Dictionary is contained in TAB F. Each serial must have RS: as the initial entry.

7. SERIAL: The four digit serial number for the program change should be entered beginning with the lowest serial assigned to Resource Sponsors in TAB F.

8. TITLE: The title of the program change that best describes the proposed programmatic action should be entered. Title length should not exceed 30 characters. The title for each serial must contain the Warfare Task/Supporting Warfare Task/Functional Task of the program in parentheses using the following abbreviations:

Strategic_____	(STA)	Support Forces	
ASW _____	(ASW)	Mobile _____	(MOB)
AAW _____	(AAW)	Base Ops _____	(BO)
ASUW _____	(ASU)	Medical _____	(MED)
Strike _____	(STI)	Personnel	
Warships _____	(WS)	Support _____	(PER)
Mine _____	(MW)	Training _____	(TRA)
Special W/F _____	(SP)	R&D Support -	(RD)
C _____	(CC)	Admin & DOD	
Intelligence _____	(INT)	Support _____	(AD)
EW _____	(EW)		
Support &			
Logistics _____	(LOG)		

9. TOTAL: The total dollar change in thousands of dollars for this serial (less MPN) will be entered in the appropriate year column.

10. JUSTIFICATION: Provide justification/rationale/program description as outlined in paragraph C.2.h. above.

11. PRI: Each program change (serial) above the Minimum Level program must be prioritized. Program change serials which adjust the FYDP program to the Minimum Level will be assigned priority 000 through 099. Program change serials to create the Basic Level program will have a priority in the range of 100-499; Enhanced Level serials will use priority

D. DATA TAG RULES.

1. APPN: Appropriation, force and manpower category codes are contained in Tab C, the Appropriation Dictionary. Non-add appropriation and line-item codes to permit tracking of designated MILPERS critical ratings and CIVPERS high grades (GS-13 and above) are contained in enclosure (2). The appropriate code is required for all data. The following data tag must not be placed before the APPN: line.

LI: (Line-Item)

If placed before APPN:, line-item will be ignored.

2. LI: The line-item code dictionaries are contained in TAB D and enclosure (2). The line-item dictionaries show a six digit code for each line-item. The last four digits should be entered following LI:. For example, the dictionary shows 340125; the correct entry is LI:0125. Since line-item is dependent upon appropriation, this code may not be entered before the appropriation code. Line-item codes are mandatory for the following: Ship Forces (Class), Aircraft Forces (Type/Model/Series), all procurement accounts, RDT&E projects, O&MN/OMNR, MILPERS and CIVPERS. If a new line-item title or code is needed, the word "NEW" should be inserted after LI:. However, no new line-items are permitted in OMN/ OMNR. The serial title will be used as the line-item title until the Appropriation Sponsor review. A full description of each "NEW" line-item should be addressed in the justification section of the NDES.

Example:

LI:NEW

3. CL: Claimant codes are listed in TAB E and are required for all data.

4. UIC: The valid UIC, and PE appropriate to a UIC, codes are listed in the Department of the Navy Five-Year Defense Program (DNFYP) Dictionary referred to as "Dictionary 90". A UIC entry is mandatory where indicated in TAB B. The UIC entry is a five character code derived by dropping the first alphabetic character and using the next five characters. For example, a UIC of B005060 would be entered in the NDES as 00506.

Appendix Q (cont.)

500-899. Priority 900 through 999 may be used for serials above the Enhanced Level, if desired.

E. CORRECTIONS TO SUBMITTED NDES. After NDES are submitted to OP-901M, NDES data will be transcribed onto tape and listings of transcribed data will be provided to the applicable Sponsor and OP-90 Action Officer. Side-by-side comparisons of the listings and NDES data will be made and corrections noted on the listing. After the data base has been confirmed as being correct, all further adjustments will be in the form of "deltas" to the SPP data base. Sponsors preparing "delta" data sheets should leave the RS: field blank.

F. SPECIAL RULES.

1. APPN: Any NDES using appropriation codes of MILPERS and/or CIVH must contain the non-add APPN:CRIT entry to detail changes in critical ratings/civilian high grades as described in enclosure (2) even if there are no critical rating/high grade changes.

2. O&MN RULES. Sponsors should be aware of the following rules which, if ignored, could result in the loss or incorrect allocation of O&MN resources:

a. The following program elements are not allowed to have O&MN funding:

- (1) Program 4 Program Elements.
- (2) NIF Program Elements those beginning with 720.

b. The O&MN line-item dictionary in TAB D is a combination of Budget Classification Codes (BCCs) and NAVMAT Data Base line-items. BCCs can be distinguished from NAVMAT Data Base line-items by the fact that the long title for the BCC will contain a three place alpha-numeric code. Sponsors are cautioned that BCC line-items must not be used when addressing the NAVMAT claimancies (NAVAIR, NAVSEA, NAVELEX, NAVSUP, NAVFAC, NAVMAT). NAVMAT Data Base line-items must be used for these claimancies.

TAB A - SAMPLE NDES  
TAB B - LEVEL OF DETAIL REQUIREMENT  
TAB C - APPROPRIATION DICTIONARY  
TAB D - LINE-ITEM CODE DICTIONARY  
TAB E - CLAIMANT CODE DICTIONARY  
TAB F - SPONSOR DICTIONARY

ALIGN FIRST CHARACTER UNDER THIS ARROW

		FY81	FY82	FY83	FY84	FY85
1	RS:OP03 SERIAL:6543 TITLE:REDUCE USCG/FFG7 ASSUME PATROL (WS)					
2	PRI:120					
3	CL:2/					
4	PE:78017N					
5	APPN:OPN1					
6	LI:0320					
7	UIC:00390	-500	-200	-300	0	0
8	LI:0260					
9	UIC:00390	-300	-4000	0	0	0
10	PE:24293N					
11	LI:0425					
12	UIC:00390	-500	-3000	0	0	0
13	CL:60					
14	APPN:MILPERS					
15	LI:0159					
16	UIC:12340	3/30	3/30	3/30	3/30	3/30
17	APPN:CRIT					
18	LI:0011	2	2	2	2	2
19	LI:0001	28	28	28	28	28
20	APPN:OMN					
21	LI:0193					
22	UIC:56789	100	100	100	100	100
23	CL:25					
24	APPN:MCON					

DO NOT TYPE BELOW THIS LINE

GPO 931 197

OPNAV 7110/83 (1-78)

ALIGN FIRST CHARACTER UNDER THIS ARROW

1 CONTINUATION SERIAL:6543

	FY81	FY82	FY83	FY84	FY85
2 LI:0000	100	100	0	0	0
3 TOTAL	-1100	-7000	-200	100	100

4 JUSTIFICATION: A LETTER WAS RECEIVED FROM THE DEPARTMENT  
 5 OF TRANSPORTATION WHICH SAID THAT THE NAVY WOULD HAVE TO PATROL  
 6 THE 200 MILE FISHING LIMIT. THE NAVY AGREED, BUT TOLD THE DE-  
 7 PARTMENT OF TRANSPORTATION THAT ALL MISCELLANEOUS PROCUREMENT  
 8 IN SUPPORT OF THE COAST GUARD WOULD BE REMOVED. THE BEST VES-  
 9 SEL TO PERFORM THE PATROL IS AN FFG-7. SHIP OPS ACCOUNT AND  
 10 MANNING INCREASED TO ACCOMMODATE REQUIREMENT. MILCON ADDED TO  
 11 EXTEND PIER AND BUILD AN O CLUB AT PORT TERRIBLE TO SUPPORT  
 12 PATROL OPS. THE REFERENCES ARE DEPARTMENT OF TRANSPORTATION  
 13 MEMO SERIAL 2345 DATED 13 DECEMBER 1978 AND SECNAV MEMO SERIAL  
 14 4557 DATED 1 JANUARY 1979. VCNO APPROVAL FOR THIS CHANGE OB-  
 15 TAINED AT NADEC ON NAVY-USCG COOPERATION ON 14 JAN 79. CDR. X.  
 16 Z. SMITH, X39875, CODE OP-320C2.

17 (SOURCE-APPENDIX Q: POM SERIAL 81-11, Enclosure 1  
 18 December 13, 1978.)

Enclosure 1

CLASSROOM SIMULATION OF THE NAVY'S POM DEVELOPMENT PROCESS

A. BACKGROUND

In past years, one of the curricula which was offered by the Naval Postgraduate School was called Personnel Management. The student input to that curriculum was discontinued in 1976 because the inventory of personnel management sub-specialists exceeded P-code requirements for that sub-specialty. In response to educational skill requirements which were originated by the Chief of Naval Personnel, the Personnel Management curriculum was revised and subsequently renamed the Manpower/Personnel Analysis Curriculum (847). The new curriculum is more quantitatively oriented than its predecessor. The first Manpower/Personnel Analysis students began their studies in January 1978 and graduated in June 1979. The Manpower/Personnel Analysis curriculum provides its students with a background in such areas as: Manpower Requirements Determination; Manpower Planning Models; Navy Institutional Personnel Processes; Macro, Micro, and Manpower Economics; Manpower Personnel Policy Analysis; Management Information Systems: Probability and Statistics; and Accounting. This curriculum was designed to prepare students for Manpower/Personnel Analysis billets within OPNAV, the Navy Military Personnel Center and major fleet commands.

This thesis was written in order to provide students in the Manpower/Personnel analysis curriculum with background and experience in Navy manpower management. This enclosure documents a classroom simulation designed to give officer students experience in the Navy's manpower planning and programming process.

#### B. SIMULATION DESIGN

Since most of the Navy's Manpower Planning and Programming occurs as a result of the POM development process, it seemed logical for the class to simulate the Navy's POM development process. However, in order for the class to simulate POM development, they had to be familiar with PPBS as well as POM development. So, two briefings were prepared. The first one described the PPBS system and the second one discussed the POM development process. The next requirement was to design the simulation.

The simulation was constrained by three variables: time available, number of students available (11) and student inexperience with POM development. Originally, the simulation was planned as a three day evolution, i.e., three one-hour class periods. The PPBS briefing had been given a few weeks prior to the simulation and Figure 1 is the simulation schedule of events.

---

FIGURE 1

SIMULATION SCHEDULE

MONDAY	Deliver POM Development briefing, describe the simulation, assign simulation roles.
TUESDAY	CPAM Development, sponsors brief OP-96 concerning CPAM issues.
WEDNESDAY	OP-96 prepare summary CPAM I 0800-0830, OP-96 present summary CPAM I to PDRC/CEB 0830-0900. Other players work on SPPs 0800-0830 and participate in the CPAM delivery 0830-0900.
THURSDAY	Sponsors brief OP-01 concerning SPP issues 0800-0830, OP-01 present SPPs to PDRC/CEB 0830-0900, everyone participates in SPP delivery.

---

Although the PPBS and POM development presentations and the simulation schedule were integral parts of the simulation design process, the success or failure of an experiment such as this is almost solely dependent upon how well the roles are played. Therefore, it was very important to select students and professors who could play the roles properly.

Based upon the time available to conduct the simulation and the background experience of the Manpower/Personnel students involved, the following key roles were identified: SECDEF, JCS, CNO, SPONSORS, CLAIMANTS, ACTIVITIES AND PDRC/CEB. The personnel selected to play each of these roles were selected based upon their personalities and prior experience. For example, the person who was selected to be SECDEF has a strong will, quick mind and is quite capable of

directing an organization. One of the students is a Marine officer, so he was a natural choice for Chairman of the JCS. Two professors played the roles of PDRC/CEB board members and one of them acted as the CNO. Since the class contained several aviators and surface warfare officers, one of the aviators was chosen to play OP-05 and one of the surface warfare officers was selected for the OP-03 role. Another officer had served on OP-01's staff for several years, so she was OP-01. Similarly, OP-96 was selected because of his analytical ability. The author coordinated the simulation, so he was OP-090 and other students played the roles of CINCLANTFLT, C.O. of a VP squadron and Commander of a Navy Recruiting Command. The actual simulation will now be discussed.

### C. THE SIMULATION

The simulation began on Tuesday morning on schedule. Everyone was sitting in a circle and the official title of each player was written on a placard which was located on their desk. The roles had been assigned the previous day and everyone had been briefed concerning their responsibilities. The players were told that they had one class period (one hour) to prepare their CPAM issues and that they could prepare as many CPAM issues as they desired, but the following issues had to be addressed: retention shortfalls, top six ratio, 76% high school graduate policy and military

health care. The sponsors were briefed to provide OP-96 with CPAM issues as soon as possible, so he could evaluate them. Before the CPAM working session began, the stage was set with a news brief. The news brief was partially fact and partially fiction and was designed to be thought provoking and controversial. This news brief is Enclosure 2. It was anticipated that some of the players might experience some difficulty assuming their roles initially, so the author provided each of them with a five-by-eight card which listed some potential CPAM issues as well as several possible solutions to those problems. For example, OP-05 was given a card which reminded him of the pilot shortage and suggested the following solutions to that problem: (1) increase the annual inputs to Flight Training, (2) encourage NFOs to transition to the 1310 designator, (3) increase flight pay, (4) offer bonuses to pilots, (5) keep all aviators in flying billets for the first ten to twelve years of service. However, some of the solutions to OP-05's problems had an impact on OP-03. Enclosure 2 addresses a retention problem in the surface warfare community, as well as the pilot shortage.

The surface warfare retention problem is fictitious and it was included in the simulation in order to create conflicting interests between OP-05 and OP-03. OP-03 was also given a five-by-eight card which contained the following solutions to his retention problems: (1) 70% of all USNA graduates must become surface warfare officers. The remaining

30% can become aviators, supply corps officers, CEC officers and Marines, (2) the same restrictions should be placed upon ROTC graduates.

Similarly, OP-05 and the VP squadron CO were described as "old friends from a prior squadron tour." They were encouraged to communicate with each other informally, thereby omitting CONCLANTFLT from some of the communications between his subordinate activities and the warfare sponsor. The purpose for intentionally creating conflict during this simulation was to demonstrate the complexity of the POM development process. The simulation officially started when the Secretary of Defense read his Consolidated Guidance to the other players (this guidance was fictitious).

The Consolidated Guidance addressed the following areas: DOD Manpower expenditures will be capped at \$25 billion this year and this is 10% less than last year; plan on increasing tri-service training by 30%; no more than 15% of the active duty military personnel will be used in training billets; limit health care expenditures to last year's level; decrease physician bonuses to 5% less than last year; man all operational billets at 95% and increase retention to 50%; reduce fuel consumption by 30% of last year; Congress wants to cancel the cruise missile; no new projects are planned and something must be done about the surface warfare and aviator retention problems. After the Consolidated Guidance was issued, the POM development simulation began.

OP-03 and OP-05 were very upset with SECDEF's Consolidated Guidance, so they debated several issues with him. During the CPAM preparation phase, OP-03 and OP-05 worked closely with CINCLANTFLT. The VP squadron C.O. provided CINCLANTFLT with activity level issues and these issues were debated by OP-03, OP-05 and CINCLANTFLT. OP-01 interacted with all of the players at one time or another. SECDEF asked questions like the following: Congress wants to know if the Navy really needs as many ships as it currently has or if 10% of the fleet could be decommissioned. Is it feasible to cut the top six ratio by 20%? Do we really need the cruise missile? These questions and others required responses from JCS, OP-03, OP-05 and OP-01 and they forced the players to work together. The Commander of the Navy Recruiting Command worked closely with OP-01 most of the time. OP-96 rotated from group to group listening to the CPAM issues and the rationale behind them. OP-090 was observing the entire group acting as a catalyst and occasionally distributing POM serials to the other players. The first hour was action-packed and the time passed quickly.

Wednesday morning the sponsors met with OP-96 to help him assess the CPAM issue and prepare Summary CPAM I. The first half of the class was used to prepare Summary CPAM I and to start preparing Sponsor Program Proposals, while the last thirty minutes was used by OP-96 to present Summary CPAM I to the PDRG/CEB.

OP-96 briefed the board that OP-03 was interested in changing the career/first term mix from 60/40 to 50/50 and OP-96 suggested that an SPP might address the impacts of this issue as well as the feasibility of a 53/47 mix. OP-03 requested another Nuclear Powered Carrier that could be utilized in the Indian Ocean. OP-03 also addressed the fuel shortage, the new retirement plan, contract hires to replace some of the top six maintenance requirements and he wanted 70% of the USNA graduates to be surface warfare officers.

OP-05 proposed that the pilot shortage should be top priority. He recommended that all aviators remain in flying billets for the first ten to twelve years of service and that the practice of utilizing pilots in disassociated sea billets be discontinued. He recommended that all aircraft carriers should have a five-month deployment cycle, vice six. OP-05 also suggested that the 16% high school graduate figure should be reassessed and that the Naval Academy should be replaced by a medical school.

OP-01 requested permission "to go in over guidance" in order to establish a bonus program. She suggested that contract hires (former military aviators) could be used to train student pilots, thereby releasing more naval aviators to fill operational billets. OP-01 said that, "if A school training was decreased, then more simulators should be procured." She also said that the Senior Petty Officers who

would provide the non-A school accessions with OJT weren't available in the inventory.

The entire class listened to these proposals as they were presented to the PDRC/CEB by OP-96. This session was very worthwhile because it provided the students with an opportunity to see how major policy decisions may be made in the Navy.

The Sponsor Program Proposals (SPP) were originally scheduled for delivery to the PDRC/CEB on Thursday. However, the sponsors did not have time to develop their SPPs on Wednesday, so they requested that the Thursday session be used as an SPP work-up period and that the SPPs be presented during the entire hour on Monday. Their proposal was adopted and the SPPs were presented the following Monday.

The first fifteen minutes of Monday's class were utilized by OP-01, OP-03 and OP-05 to organize the SPP presentation. The SPP inputs which were submitted by CINCLANTFLT, OP-03 and OP-05 and presented by OP-01 to the PDRC/CEB are included in Enclosure 3. The entire class listened to each of the SPPs as they were presented to the PDRC/CEB and the acting CNO stimulated further discussion between participants on debatable issues. OP-03's first SPP recommended an increase in fuel allocation for the surface forces. Essentially, this proposal was presented as follows: \$2.1 billion at the minimum level, \$3 billion at the basic level and \$4 billion at the enhanced level. The minimum level was described as

a 30% decrease in fuel allocation in accordance with SECDEF's Consolidated Guidance. However, OP-03 stated that if fuel allocations were funded at the minimum level it would result in a 15% reduction in readiness, as well as a 7% reduction in first term retention. His defense for this program was that shipboard personnel joined the Navy to go to sea. The surface warfare officers want to "learn how to drive and fight Navy ships better" and the "technicians want to gain experience by working on their equipment while it's operating." So, OP-03 argued that a ship must be at sea in order for its officers and crew to gain valuable training experience. The CNO pointed out to OP-03 that many representatives from the surface community have complained of too much time at sea in the past. In fact, personnel from the surface community have always blamed their retention problems on the fact that Navy ships are at sea too much. In reality, this issue, as well as the others which are addressed in Enclosure 3, would have been presented to the PDRC and CEB and most of them would have been resolved. Issues which were not resolved during the CPAM and SPP presentations would be presented to the CNO and SECDEF during the Summary CPAM II presentation; then the end game phase would have started.

#### D. ARTIFICIALITIES OF THE SIMULATION

POM development is an evolution that continues throughout the year and it requires the participation of hundreds

of players. Although most of the key players are located in Washington, D.C., their offices are scattered throughout various buildings and it is difficult for them to communicate with each other. In reality, although many of the sponsors are double-hatted, there are four types of sponsors (Task, Resource, Appropriations and Assessment).

In contrast, the simulation of POM development was a four-hour evolution. All of the players, including activities, were co-located and it was easy for them to communicate with each other. Each of the sponsors was an aggregate sponsor, i.e., Task, Resource, Appropriations and Assessment, and they were expected to perform their duties as such.

It was assumed that each of the Assessment Sponsors had already presented their CPAM presentos to the PDRC and CEB and that it was time for the Summary CPAM I presentation. The PDRC and CEB were combined into one board, vice two, and all presentations were given to both boards at the same time. This was done to save time. Similarly, the classroom exercise did not address the FYDP, CPEFG I and II, RADs I-IV and many other areas. However, it did provide the students with a good overview of the POM development process and it was considered to be a worthwhile experience.

#### E. RECOMMENDATIONS

If this simulation is conducted again, the following schedule is recommended:

MONDAY	The PPBS presentation should be given (one hour).
TUESDAY	Answer questions about PPBS and give PCM development presentation.
WEDNESDAY	Answer questions on POM development, describe CPAM preparation in more detail, describe the simulation, and assign simulation roles.
THURSDAY	Prepare CPAM issues for OP-96, perhaps the students could write issue/point papers over the weekend.
FRIDAY	
SATURDAY	Weekend
SUNDAY	
MONDAY	OP-96 collect issue/point papers and prepare Summary CPAM I. Other players work on SPPs.
TUESDAY	OP-96 present Summary CPAM I to the PDRC/CEB. Everyone should participate in the Summary CPAM I presentation.
WEDNESDAY	The Sponsor Program Proposals (SPPs) should be completed and OP-01 should be briefed accordingly.
THURSDAY	The SPPs should be presented by OP-01 (manpower, personnel and training issues) to the PDRC/CEB. If there is any time remaining during this period, the group should take a few minutes to evaluate the simulation. Their recommendations should be incorporated into the exercise so that subsequent classes can benefit from the experiences of their predecessors. If there is insufficient time to evaluate the exercise on Thursday, perhaps it could be done the following Monday.

Enclosure 2

NEWS BRIEF

SCENARIO

1. It is fiscal year 1980/POM-82.
2. It is an election year (Presidential).
3. The United States has broken off all relations with Iran because of their firing-squad approach to justice. The Shah and his family are living on a Caribbean Island and Iran has tried them and sentenced the entire family to death. In fact, Iranian officials have authorized anyone to kill them and the killers will not be tried in Iran because they were acting under orders.
4. Since U.S./Iranian diplomatic relations have been severed, the U.S. oil crisis is alot worse. The entire country (U.S.) has gone to a gas rationing program.
5. Although the oil shortage has forced the airlines to cut back on some of their flights, they are still hiring military pilots. So, the Navy's pilot shortage still exists.
6. The military services are now considering large increases in flight pay and bonuses for pilots in order to retain good pilots. However, the ship drivers are sick of hearing about how bad the airdales have it. Officer morale in the surface Navy is worse than it has ever been before and ship drivers (1100s) are resigning in droves. They

claim that they are at sea for longer periods of time, experience more family separations and work longer hours than any other warfare specialty. So, why should those primadonna aviators get payed more than they do. They don't get sea pay and those aviators get flight pay even while they are students at P.G. School.

7. Congress is well on its way to approving a new retirement package. Looks like some type of vesting retirement plan.
8. Due to a growing physician shortage and the cost of military health care, alot of thought is being given to converting the majority of military health care to some type of insurance plan. A minimum number of doctors, nurses and corpsman would be retained to man the ships, provide health services for remote sites and in case of war.

Enclosure 3

SPP INPUTS

FROM: CINCLANTFLT  
TO: OP-01 (ADM. MATTHEWS)  
  
SUBJ: SPP INPUT  
REF(a): SECDEF CG

1. The following proposals are submitted for your review:

A. FUEL REDUCTION (IAW REF. A)

1. Decrease number of ships deployed to the Med as follows:

<u>Current</u>	<u>Proposed</u>	<u>Fuel Savings</u>
22 DD/FF/CG	18	\$6 million
4 AIR/AFS/AE	3	\$2 million
2 CV/CVN	2	\$ - - - - -
<hr/>	<hr/>	<hr/>
Fuel costs: \$58 million	\$50 million	\$8 million

IMPACTS: Surface retention increased 4%  
Aviation retention decreased 1%  
Readiness (logistics) decreased 12%  
Readiness (training) decreased 2%  
Manpower requirements decreased 2%

2. Reduce out-of-local-area operations by 40%

<u>Current</u>	<u>Proposed</u>	<u>Fuel Savings</u>
\$40 million	\$35 million	\$5 million (12.5% reduction)

IMPACTS: Retention increased 2.5% (Surface and  
Aviation)  
Readiness increased 21%  
Manpower requirements decreased 1.5%

3. Build a nuclear carrier for Mideast contingencies  
(Homeport - Newport, R.I.)  
Cost savings (as opposed to conventional carrier):  
\$4 million in fuel per year.

IMPACTS: Shipbuilding costs increased \$1.4 billion  
Retention - no effect  
Readiness increased 6%  
Manpower requirements increased 2.4%

B. MANPOWER COST REDUCTIONS (IAW REF. A)

1. Convert two AORs and three AOE's to MSC ships

IMPACTS: Cost Savings: \$6.2 million  
Manpower Savings: 102 officers, 2,065  
enlisted  
Readiness: no significant effect (except  
loss of self-defense capabilities for  
ships involved).

OP-03

SPP

(SPONSOR PROGRAM PROPOSALS)

1. Increase fuel allocation.

MIN: \$2.1 billion

BASIC: \$3 billion

ENHANCED: \$4 billion

\*Minimum level reflects 30% decrease requested by OSD

- would result in 7% decrease of FT personnel

- would reduce readiness levels (currently maintained) by 15%

2. Reduce top-six enlisted personnel in shore maintenance facilities.

MIN: current level

BASIC: reduction of 10,000

ENHANCED: reduction of 30,000

\*Replacement by contract personnel would significantly reduce costs.

\*Reflects OSD directives

3. Maintain current level of USNA personnel to surface community and increase levels from ROTC and OCS.

MIN: current level

BASIC: 5% increase in 1100 personnel

ENHANCED: 10% increase in 1100 personnel

4. Increase reenlistment bonuses for BT rating.

MIN: current bonus

BASIC: \$1,000 bonus increase

ENHANCED: \$2,000 increase in bonus

5. Increase allocated funds for support in Indian Ocean.

MIN: \$500 million increase

BASIC: \$1 billion increase

ENHANCED: \$2 billion increase

\*The situation in the Mid-East and Africa is turbulent,  
requiring forces and support to be increased.

OP-05

SPP

(SPONSOR PROGRAM PROPOSALS)

- A. BUILD NEW CV - nuclear or conventional (would prefer nuclear, but would take conventional).
1. This will help increase time in homeport between deployments for our thirteen other carriers, thus should impact positively on morale and retention.
  2. This may require the building of some additional other types of ships to form a new carrier task group. However, this should be no problem since several are already budgeted for and the Shah of Iran has consented to let us keep the four destroyers he ordered and will not be using now.
  3. The extra CV will enable us to also reduce deployments from six months to 5 months. Again, this will help morale and retention.
  4. In the face of the current, and possibly future, fuel shortage, a nuclear carrier will be more cost-beneficial in the long run. In the short run, it will impact heavily on our budget, but if an extra carrier can help our retention, it will be worth the sacrifice.

B. AVIATION OFFICER CAREER PATTERNS REVAMP

1. Do away with disassociated sea tours for all aviators except those who "truly" volunteer for them.
2. Gradually train 1100s or W.O.s or C.P.O.s to assume these billets:
  - (a) If 1100 women get approval to serve aboard CVs, send them to aviation J.O. school in Pensacola for aviation familiarization prior to assuming these jobs.
3. Costs saved through this proposal:  
\$800,000 x each pilot who stays in

C. DE-EMPHASIZE RECRUITING OF HSDG - EMPHASIZE RECRUITING OF 11TH-GRADE READING LEVELS

1. A lot of personnel become dissatisfied with the Navy simply because they cannot read the technical manuals. Screening out the poor readers can save attrition costs.

## GLOSSARY OF ACRONYMS AND ABBREVIATIONS

### A

A	Action
A	Administration
A	Availability
AA	Appropriate Action
ACNO	Assistant Chief of Naval Operations
ACNP	Assistant Chief of Naval Personnel
ACDUTRA	Active Duty for Training
ACP	Area Coordinating Paper
ACR	Allowance Change Request
ADCOP	Associate Degree Completion Program
ADIN	Advancement Interface Model
ADP	Automatic Data Processing
ADO	Automatic Development Objective
ADPE	Automatic Data Processing Equipment
ADPS	Automatic Data Processing System
ADSD	Activity Duty Service Date
ADSTAP	Advancement, Strength & Training Planning System
AEC	Atomic Energy Commission
AEF	Advanced Electronics Field
AFEEES	Armed Forces Examining and Entrance Station
AFQT	Armed Forces Qualifications Test
AFVTG	Armed Forces Vocational Testing Guide
AIS	Advanced Information System
AM	Authorization Management
AO	Administrative Office (SECNAV)
AOD	As of Date
APDM	Ammended Program Decision Memorandum
APN	Aircraft Procurement Navy
APP'N	Appropriation
APP	Advanced Procurement Plan
APPROP	Appropriation
ARC	Acquisition Review Committee
ARF	Activity Reference File
AS	Administrative Support
ASAP	As Soon As Possible
ASD	Assistant Secretary of Defense
ASD(A)	Assistant Secretary of Defense, Administration
ASD(C)	Assistant Secretary of Defense, Comptroller
ASD(SA)	Assistant Secretary of Defense, Systems Analysis
ASN	Assistant Secretary of the Navy
ASN(FM)	Assistant Secretary of the Navy, Financial Management
ASN(I&L)	Assistant Secretary of the Navy, Installations and Logistics
ASN(R&D)	Assistant Secretary of the Navy, Research and Development
ASVAB	Armed Services Vocational Aptitude Battery
ATF	Advanced Technical Field

## B

BA	Budget Activity
BAQ	Basic Allowance for Quarters
BAS	Basic Allowance for Subsistence
BB	Beltway Bandits (Private Contractors Servicing Area Military Services)
BCB	By Close of Business
BCM	Billet Cost Model
BFM	Billet File Model
BILDER	Billet Derivation Process
BIS	Board of Inspection and Survey
"Blue \$\$"	Navy Appropriations (i.e., CNO Sponsored)
BMS	Bonus Management System
BOP	Balance of Payments
BOOST	Broadened Opportunity for Officer Selection and Training Program
BP	Budget Project
BTB	Basic Test Battery
BUMED	Bureau of Medicine and Surgery
BUPERS	Bureau of Naval Personnel
BY	Budget Year

## C

C	Comptroller
CACHE	Delayed Entry Program
CADD	Current Activity Duty Date
CANTRAC	Catalog of Navy Training Courses
CAR	Critical Accession Ratings
CAS	Contract Administration Services
CBO	Congressional Budget Office
CCN	Contract Change Notice
CCO	Contract Change Order
CD	Contract Definition
CD	Copy Direct
CDP	Cost Data Plan
CE	Critical Examination
CE	Cost Effective
CEB	CNO Executive Board
CECST	Committee for Enlisted Classification, Selection and Training
CER	Cost Estimating Relationship
CF	Copy For
CG	Consolidated Guidance
CHEB	Chief of Naval Operations Executive Board
CHINFO	Chief of Naval Information
CHNAVRES	Chief of Naval Reserve
CINC	Commander in Chief

CINCUSNAVFOREUR	Commander in Chief U.S. Naval Forces, Europe
CINCLANTFLT	Commander in Chief Atlantic Fleet
CINCPACFLT	Commander in Chief Pacific Fleet
CIP	Class Improvement Plan
CIR	Cost Information Reports
CISTIRS	Class "C" School Training Input Requirement System
CM	Corrective Maintenance
CMC	Commandant Marine Corps
CMIS	CNO/OP-01 Management Information System
CNA	Center for Naval Analysis
CNARESTRA	Chief of Naval Air Reserve Training
CNATECHTRA	Chief of Naval Technical Training
CND	Chief of Naval Development
CNET	Chief of Naval Education and Training
CNM	Chief of Naval Material
CNO	Chief of Naval Operations
CNOBO	Chief of Naval Operations Budget Office
CNOCOM/MIS	Chief of Naval Operations Command Management Information System
CNP	Chief of Naval Personnel (CHNAVPERS)
CNR	Chief of Naval Research
CNRC	Commander Navy Recruiting Command
CNTT	Chief Navy Technical Training
CO	Commanding Officer
CO	Change Order
CO	Contracting Officer
COA	Central Operating Agency
COB	Close of Business
COC	Certificate of Compliance
COM	Commander
COMMSC	Commander Military Sealift Command
COMS	Comparator Subsystem
COMNAVCOMCOMM	Commander Naval Communications Command
COMNAVINTCOM	Commander Naval Intelligence Service
COMNAVSECGRP	Commander, Navy Security Group
COMNAVWEASERV	Commander Naval Weather Service
COMPASS	Computer Assisted Selection System
CONUS	Continental United States
COR	Contracting Officer's Representative
COSS	The Cost Subsystem
COTR	Contracting Officer's Representative
CPAF	Cost Plus Award Fee (Contract Type)
CPAM	CNO Program Analysis Memorandum
CPE	Contractor Performance Evaluation
CPEG	Contractor Performance Evaluation Group
CPEP	Contractor Performance Evaluation Plan
CPF	Civilian Position File
CPFE	Cost Plus Fixed Fee (Contract Type)
CPFG	CNO Program and Fiscal Guidance
CPIF	Cost Plus Incentive Fee (Contract Type)

CPPG	CNO Policy and Planning Guidance
CPM	Critical Path Method
CPO	Chief Petty Officer
CPT	California Proficiency Test
CREO	Career Reenlistment Objectives
CRP	Cost Reduction Program
CRP	Civilian Requirements Plan
CSC	Civil Service Commission
CSTAP	CNO Studies and Analysis Program
CY	Calendar Year

D

D	Development
DA	Developing Agency
DA	Developing Assist
DBI	Delinquent Behavior Inventory
DACOWITS	The Defense Advisory Committee on Women in the Service
DAPE	Department of Army, Personnel, Enlisted
DART	Detection, Action Response Technique
D&F	Determination and Findings
DCA	Defense Communications Agency
DCAA	Defense Contract Audit Agency
DCAS	Defense Contract Administration Services
DCB	Due Close of Business
DCL	Design Change Listing
DCN	Design Change Notice
DCNO	Deputy Chief of Naval Operations
DCP	Decision Coordinating Paper
DCP	Development Concept Paper
DCP	Design Change Proposal
DCSC	Defense Construction Supply Center
DCSLOG	Deputy Chief of Staff for Logistics
DDR&E	Director of Defense Research and Engineering (Rank Equivalent to ASD)
DED	Data Element Description
DELS	Delta Subsystem
DEP	Delayed Entry Program
DEPREP	Departure Report
DFDEL	Deferred Delivery
DFNYP	Department of the Navy Five Year Plan
DG	Defense Guidance
DID	Data Item Description Form
DIDS	Defense Integrated Data System
DIR	Director
DIR	Data Item Requirement
DIRNAVLABS	Director of Navy Laboratories
DIRSSPO	Director, Strategic Systems Project Office
DISBOFF	Disbursing Officer

DL	Data List
DLP	Director Laboratory Programs
DM	Directed Manning
DMR	Date Material Required
DMS	Defense Materials System
DMSO	Director Major Staff Office
DNA	Defense Nuclear Agency
DNC	Director Naval Communications
DNET	Director, Navy Education and Training
DNI	Director Navy Intelligence
DNL	Director Navy Laboratories
DNPP	Director of Navy Programs Planning (OP-090)
DO	Duty Officer
DOD	Department of Defense
DON	Department of Navy
DONPIC	Department of the Navy Program Information Center
DP	Data Processing
DP	Development Proposals
DPEP	Direct Procured Enlistment Program
DPFC	Defense Planning & Programming Categories
DPFG	Defense Policy and Planning Guidance
DPM	Decision Planning Memorandum
DPM	Draft Presidential Memorandum
DPS	Decision Package Sets
DPFG	Defense Planning and Programming Guidance
DPPO	Direct Procurement of Petty Officers
DPPO	District Printing and Publications Office
DPRC	Defense Program Review Committee
DRD	Data Requirement Description
DRJ	Data Requirement Justification
DRMS	Defense Resource Management Study
DRP	Direct Requisitioning Procedure
DRRB	Data Requirement Review Board
D/S	Development Assist
DSA	Defense Supply Agency
DSRV	Deep Sea Rescue Vehicle
DTC	Design to Cost
DTP	Design to Price
DWS	Design Work Study

# E

EAC	Estimated Cost of Completion
EAOS	Expiration Active Obligated Service
EB	Enlistment Bonus
ECP	Engineering Change Proposal
EDD	Estimated Delivery Date
EDG	Exploratory Development Goal
EDP	Electronic Data Processing
EDPE	Electronic Data Processing Equipment
EIA	Electronic Industries Association

EIC	Equipment Identification Code
ENT-NAC	Entrance-National Agency Check
END-GAME	Final POM Development Phase
EOB	Expense Operating Budget
EOC	End of Construction
EPA	Extended Planning Annex
EPA	Enlisted Programmed Authorizations (Replaced ERP)
EPG	Extended Planning Guidance
EPMIS	Enlisted Personnel Management Information System
ERATE	Examinations Rate
ERC	Enlisted Rating Coordinator
ERP	Enlisted Requirements Plan
ERP	Equipment Repair Parts
ETA	Estimated Time of Arrival
ETPPB	Experimental Training Program Policy Board

# F

FAS	Fueling at Sea
FAST	Force Analysis, Simulation Technique
FAST	Force Structure Projection Model
FCT	Final Contract Trials
FDGM	Final Defense Guidance Memorandum
FGC	Fiscal Guidance Category
FGM	Fiscal Guidance Memorandum
FIFO	First In-First Out
FIT	First Indication of Trouble
FM	Facilities Maintenance
F&M	Force and Mission
FMF	Fleet Marine Force
FMICS	Financial Management Information and Control Program
FMS	Final Multiple Score
FORSTAT	Force Status
FPC	Flow Process
FRIP	Fleet Readiness Improvement Program
FRG	Female Rating Goals
FS	Feasibility Study
FSR	Field Service Representative
FTDS	Formal Training Data System (See NITRAS)
FUNCWING	Functional Wing
FY	Fiscal Year
FYDP	Five Year Defense Plan (Program)
FYI	Fiscal Year Information

# G

GA	Grant Aid
G&A	General Administrative
GAO	General Accounting Office
GED	General Education Development
GC	General Counsel
GOR	General Operating Requirement

GPD	General Purpose Data
GPO	Government Printing Office
GQ	General Quarters
"GREEN \$\$"	Marine Corps Appropriations
GSA	General Services Administration
GT	General Technical Test
GUARD II	Guaranteed Assignment Retention Detailing

## H

HAC	House Appropriations Committee
HASC	House Armed Services Committee
HSG	High School Graduate
HRC	Human Resources Committee

## I

IBOP	International Balance of Payments
ICAP	Industrial College of the Armed Forces
ICP	Inventory Control Point
IDPM	Initial Draft Presidential Memorandum
IFAMS	Integrated Financial Management System
IF	Industrial Fund
IFB	Invitation for Bids
IG	Inspector General
I/I	Initial Installation
IOC	Initial Operating Capability
IOL	Initial Outfitting List
IP	Issue Paper
IRC	Interservice Recruiting Committee
IRR	Individual Ready Reserves
INTER Alia	Among Other Things
IMAP	Interactive Manpower Alternatives Processor

## J

JAN	Joint Army and Navy
JCS	Joint Chiefs of Staff
JFM	Joint Force Memorandum
JIEP	Joint Intelligence Estimate for Planning
JLRSS	Joint Long Range Strategic Studies
JOA	Joint Operating Agreement
JPAM	Joint Program Assessment Memorandum
JRDOD	Joint Research and Development Objective Document
JSCP	Joint Strategic Capabilities Plan
JSOP	Joint Strategic Objectives Plan
JSPD	Joint Strategic Planning Document
JSPS	Joint Strategic Planning System
JUMPS	Joint Military Pay System
JRCC	Joint Recruiting Command Committee
JRCC	Joint Recruiting Command Conference

# K

KO	Contracting Officer
KR	Contractor
KT	Contract

# L

LA	Legislative Affairs
LC	Letter Contract
LCC	Life Cycle Costing
LGM	Logistics Guidance Memorandum
LI	Letter of Intent
LIFO	Last In-First Out
LOE	Level of Effort
LOI	Letter of Instruction
LOS	Length of Service
LRO	Long Range Objectives
LSD	Logistic Support Directorate
LSP	Logistic Support Plan

# M

MAG	Military Assistance Group
MANTRAPERS	Manpower Training Personnel Plan
M&O	Management and Organization
MAP	Military Assistance Program
MAPMIS	Manpower Personnel Management Information System
MAPMIS BF	Manpower and Personnel Management Information Systems Billet File
MAP/MSI	Military Attrition Prediction/Military Service Inventory
MAPRAD	Manpower Personnel Research and Development
MARCOR	Marine Corps
MARDAC	Manpower Research Data Analysis Center
MARRCS	Manpower Requirements and Resource Control System
MARF	Manpower Allocation Requirements Plan
MASS	Manpower Alternatives Subsystem
MBO	Management by Objective
MCOAG	Marine Corps Operation Analysis Group
MCP	Mission Concept Paper
MCPON	Master Chief Petty Officer of the Navy
MCRF	Master Course Reference File
MCRP	Modified Career Reenlistment Program
MDM	Manpower Determination Model
MDT	Mean Down Time
MG	Mental Group
MEPCON	Military Enlisted Processing Command
MET	Mobile Examining Teams
METS	Mobile Examining Test Sights
MIC	Management Information Center

MIRC	Mid-Level (Inter Service) Recruiting Committee
MILSTD	Military Standard
MITAG	Minority Task Group
MIP	Management Improvement Program
MIS	Management Information System
MISS	Mission Support Subsystem
M-MARP	Mobilization Manpower Allocations/Requirement Plan
MOBIS	Management Oriented Budget Information System
MOD	Modification
MOP	JCS Memorandum of Policy
MPA	Manpower Authorization (CPNAV Form 1000/2)
MPM	Major Program Memorandum
MPN	Military Personnel Navy (an appropriation)
MPMC	Military Personnel, Marine Corps (an appropriation)
MPPCR	Management Personnel Plan Contract Requirements
MPT	Manpower Personnel and Training
MR	Modification Request
M&RA	Manpower and Reserve Affairs
MRPA	Make Ready and Put Away
MRS	Manpower Reporting System
MSC	Military Sealift Command
MTA	Minor Task Authorization
MYP	Multi Year Procurement

# N

NA	Not Applicable
NAC	National Agency Check
NAD	Naval Ammunition Depot
NADEC	Navy Decision Center (OP-090)
NADL	Navy Authorized Data List
NAILSC	Naval Aviation Integrated Logistics Support Center
NALC	Naval Aviation Logistics Center
NAMP	OPNAVINST 4790.2A Naval Aviation Maintenance
NAMPS	Navy Manpower Planning System (Mini-Namps, Interim NAMPS, NAMPS)
NARM	Navy Resource Model
NAVAIRSYS COMD	Naval Air Systems Command
NAVAUDSVC	Director, Naval Audit Service
NAVCAD	Naval Aviation Cadet
NAVCOMPT	Comptroller of the Navy
NAVCOSSACT	Naval Command Systems Support Activity
NAVDISTWASH	Naval District Washington
NAVELECSYS COMD	Naval Electronics System Command
NAVFACENG COMD	Naval Facilities Engineering Command
NAVINTCOMM	Naval Intelligence Command
NAVMAC, NAVMMAC	Navy Manpower and Material Analysis Center (Atlantic and Pacific)

NAVMAT	Headquarters Naval Material Command
NAVPEP	Navy Program Evaluation Procedures
NAVPERS	Bureau of Naval Personnel (Synonymous with BUPERS)
NAVPUBFORMCEN	Navy Publications and Forms Center (Philadelphia)
NAVRESEARCH	Naval Research
NAVSEASYCOM	Naval Sea Systems Command
NAVSEC	Naval Ship Engineering Center
NAVSECGRU	Naval Security Group
NAVSUPSYSCOMD	Naval Supply Systems Command
NAVSURF	(Land/Pac) Naval Surface Force Atlantic
NAVVETS	Navy Veterans
NCB	Director of Budget and Reports (NAVCOMPT)
NCC	Navy Cost Center
NCCIS	Navy Command and Control Information System
NCFA	Navy Campus for Achievement
NCIS	Navy Cost Information System
NCP	Navy Capabilities Plan
NCPD	Navy Current Procurement Directive
NCPI	Naval Civilian Personnel Instruction (Civil Service Employee)
NCR	National Capital Region
NDCP	Navy Development Concept Paper
NDCP	Navy Decision Coordination Paper
NDES	Narm Data Entry Sheets
NDFAF	Naval Fleet Auxiliary Force (See Tab C POM SER 901/582848 Appropriation Dictionary)
NDFYP	Navy Department Five Year Plan
NDPIC	Navy Department Program Information Center
NEC	Navy Enlisted Classification
NFCU	Navy Federal Credit Union
NETPDC	Navy Education and Training Processing Development Center
NFC	Navy Finance Center, Cleveland, Ohio
NFCU	Naval Federal Credit Union
NFP	Nuclear Field Program
NFQT	Nuclear Field Quot. Test
NIF	Navy Industrial Fund
NIPP	National Intelligence Projections for Planning
NIS	Not in Stock
NISC	Naval Intelligence Support Center
NITRAS	Navy Integrated Training Resources and Admin. System
NLIS	Navy Logistics Information System
NLMS	Navy Logistics Management School
NLRG	Navy Long-Range Guidance
NM	Naval Magazine
NMCC	National Military Command Center
NMDAS	Navy Manpower Data Accounting System
NMIC	Navy Management and Information Center

NMIS	Navy Manpower Information System (Bupers System for Military Personnel)
NMO	National Military Objective
NMP	Navy Manning Plan
NMPC	Navy Military Personnel Center
NMR	No Maintenance Required
NMRG	Navy Mid-Range Guidance
NMRS	Navy Manpower Requirement System
NOA	New Obligational Authority
NOBC	Navy Office Billet Code
NOF	Naval Ordinance Facility
NOL	Naval Ordinance Lab
NOR	Notice of Revision
NOS	Naval Ordinance Station
NPC	Navy Policy Council
NPGS	Naval Post Graduate School
NPM	Navy Programming Manual
NPO	Navy Purchasing Office
NPPC	Navy Programming Planning Council
NPPR	Navy Program Progress Report
NPPS	Navy Publication and Printing Service
NPRDC	Navy Personnel Research & Development Center
NPS	Non-Prior Service
NRD	Navy Recruiting District
NRFC	Navy Regional Finance Center
NRL	Naval Research Lab
NRPO	Naval Regional Procurement Office
NRR	Naval Research Requirements
NSA	Navy Stock Account
NSC	National Security Council
NSC	Naval Supply Center
NSD	Naval Supply Depot
NSD	Naval Support Date
NSF	Navy Stock Fund
NSIA	National Security Industrial Association
NSP	Navy Support Plan
NS&MP	Navy Support and Mobilization Plan
NSRDC	Naval Ships Research and Development Center (David Taylor Model Basin)
NSRF	Naval Ship Repair Facility
NSRT	Navy Short Reading Test
NSS	Navy Strategic Study
NSY	Naval Shipyard
NTC	Naval Training Command
NTP	Navy Technological Projections
NTPC	Navy Training Plan Conference
NTT	Navy Transaction Tapes (AMON)
NUGGET	Newely Commissioned Naval Aviator
NVII	Navy Vocational Interest Inventory
NWS	Naval Weapons Station

O

OA	Operational Assist
OAD	Operational Active Data
OAS	Office of the Assistant Secretary (Defense) Navy
OB	Operating Budget
OBE	Overtaken by Events
OCCSPEC	Occupational Speciality School (Guarantee Program)
OCEANO	Oceanographer of the Navy
OCMM	Office of Civilian Manpower Management
OCP	Office of Civilian Personnel
OD	Ordinance Data
ODMA	Office of the Director of Military Assistance
OEP	Office of Emergency Planning
OGC	Office of General Council
OIC	Officer in Charge
OICC	Officer in Charge of Construction
OIP	Operational Improvement Program
OJT	On the Job Training
OLA	Office of Legislative Affairs
OLSP	Operational Logistic Support Plan
OMB	Office of Management and Budget
OMI	Office of Management Information
O&MN	Operations and Maintenance, Navy
ONR	Office of Naval Research
OPA	Office of Program Appraisal (SECNAV)
OPA	Officer Programmed Authorizations (Replaced ORP)
OPC	Outlining Process Chart
OPEVAL	Operational Evaluation
OPN	Other Procurement Navy (an appropriation)
OPNAV	Office of the Chief of Naval Operations
OPRADS	Operating Problems Requiring Research and Development
OPTAR	Operating Target
OPTEVFOR	Operational Test and Evaluation Force
OR	Operational Requirements
ORP	Officer Requirement Plans
OSD	Office of the Secretary of Defense
OSD	Operational Sequence Diagram
OSN	Office of the Secretary of Navy
OSVETS	Other Service Veterans
OT&E	Operational Test and Evaluation
OUT YEARS	Years beyond the POM year

P

PA	Preparing Activity
PA	Productivity Allowance
PA&E	Program Analysis and Evaluation
P&CR	Performance and Compatibility Requirements
PADS	Personnel Automated Data System

P&FM	Programs and Financial Management
PACE	Professional and Administrative Career Examination
PAL	Program Adjustment List
PAM	Program Analysis Memorandum
PAMN	Procurement Aircraft
PAO	Primary Action Officer
PAR	Personnel Advancement Requirement
PARM	Participating Manager
PATAO	Personnel and Training Analysis Office
PAT	Preliminary Acceptance Trial
PBD	Program Budget Decision
PC	Program Coordinator
PCD	Program Change Decision
PCL	Program Change List
PCM	Per-Capita Cost Model
PCN	Pride Control Number
PCO	Prospective Commanding Officer
PCR	Program Change Request
PCS	Permanent Change Request
PD	Project Directive
PCS	Permanent Change of Station
PDA	Principal Development Activity
PDM	Program Decision Memoranda
PDP	Program Development Papers
PDP	Program Definition Phrase
PDR	Preliminary Design Review
PDRC	Program Objectives Development Review Committee
PDRC	Program Development Review Committee
PDWG	Program Objective Memorandum Development Working Group
PE	Program Element
PEDD	Program Element Descriptive Data Sheet
PERFORMS	the Personal Force Management System
PESD	Program Element Summary Data Sheet
PFM	Plan for Maintenance
PIC	Program Information Center
PIO	Public Information Center
PL	Public law
PM	Program Memorandum
PM	Preventive Maintenance
PM	Project Manager
P-MARP	Peacetime Manpower Allocations/Requirement Plan
PMD	Predicted Monthly Demand
PMO	Project Management Office
PMP	Project Master Plan
POA&M	Plan of Action & Milestone
POCP	Program Objectives Change Proposal
POE	Projected Operational Environment
POM	Program Objectives Memorandum
POSDCORB	Planning, Organizing, Staffing, Directing, Coordinating, Reporting and Budgeting

P&P	Plans and Programs
PP	Point Paper
PPBS	Planning, Programming, and Budgeting System
PPD	Program Planning Document
PPG	Planning and Programming Guidance
PPP	Pro-Pay Program
PQAP	Planned Quality Assurance Program
PQS	Personnel Qualifications Standards
PR	Procurement Request
PR	Purchase Request
PRCT	Pool Repair Cycle Time
PRD	Projected Rotation Date
PREV	Previous
PRIDE	Personalized Recruiting for Immediate and Delayed Enlistment
PRISE	Guaranteed Assignment Program for Navy Veterans
PROMISE	Air Force Recruiting Program similar to PRIDE
PSA	Post Shakedown Availability
PSI	Programmed School Input
PSM	Please See Me
PSMD	Preliminary Ship Manpower Document
P&T	Personnel and Training
PT	Project Transition
PXO	Prospective Executive Officer
PY	Program Year (or Prior Year)

#### Q

QA	Quality Assurance
QAP	Quality Assurance Plan
QATIP	Quality Assurance Test and Inspection Plan
QC	Quality Control
QUEBECS	Non-Prior Service (Male) Accessions
QRA	Qualitative Requirements Application

#### R

RA	Review Activity
RAC	Recruit Allocation Control System
RAD	Resource Allocation Display
RAP	Recruit Assistance Program
RAPA	Recruit Attrition Prediction Analysis
RAS	Replenishment at Sea
R&D	Research and Development
RD	Data Requirements Document
RDD	Required Delivery Data
RD&EN	Research, Development Test and Evaluation, Navy
READY MARINER	Reserve Enlistees to Boot Camp and Return to Reserve Status

REV	Revision
RFC	Required Functional Capabilities (SHOROC)
RFI	Ready for Issue
RFP	Request for Proposal
RFS	Readiness for Sea
RGL	Reading Grade Level
RIZ	USN Prior Service Accessions
RMSP	Resource and Mission Sponsor Plan
ROC	Required Operational Capabilities
ROH	Regular Overhaul Cycle (for ships)
RP,N	Reserve Personnel, Navy (an appropriation)
RRBP	Regular Reenlistment Bonus Program
RRR	Resource Requisitions Request
RSI	Nato Related Standardization/Interoperability Panel
RTC	Recruit Training Command

S

SA	System Analysis
SA	Seaman Apprentice
SAC	Senate Appropriation Committee
SAR	Selected Acquisition Report
SAR	Search and Rescue
SASC	Senate Armed Service Committee
SBE	Selection Board Eligible
SBI	Selection Board Ineligible
SCAT	System Consolidation for Accession and Training
SCN	Ship Construction Navy
SCORE	Selective Conversion and Reenlistment Program
SCREEN	Success Chances of Recruits Entering the Navy
SDA	Special Duty Assignment, Pro-Pay
SDO	Squadron Duty Officer
SEA	Southeast Asia
SEATO	Southeast Asia Treaty Organization
SECDEF	Secretary of Defense
SECNAV	Secretary of the Navy
SECY	Secretary
SET	Sonar Electronics Intermediate
SER	Shore Establishment Realignment
SGM	Strategic Guidance Memorandum
SGN	Surgeon General of the Navy, Chief Bureau of Medicine
SGP	School Guarantee Program
SHAPM	the Ship Acquisition Project Manager
SHMD	Shore Manpower Document
SHOROC	Shore Required Operational Capability
SHORSTAMPS	Shore Requirements, Standards, and Manpower Planning System
S/I	Subject Issue
SIB	Ship Information Booklet
SIDS	Standards Implementation Documentation System
SIG	Ship Improvement Guide
SIP	Standard Inspection Procedure
SIP	Ship Improvement Plan

SITE	Shipboard Information, Training and Entertainment Program
SITREP	Situation Report
SMD	Ship Manning Document
SMD	Ship Manpower Document
SMS	Surface Missile System
COC	Suboperational Capabilities
SPAN	Strength Planning Model
SPLICE	Systems for Planned Learning, Using Individual CRED elements
SPP	Sponsor Program Proposals
SPP	Shortage Specialty Pay
SPS	Ships Planning System
SQMD	Squadron Manning Document
SQMD	Squadron Manpower Document
SR	Seamen Recruit
SRB	Selective Reenlistment Bonus
SRBF	Selective Reenlistment Bonus Program
SROF	Self Renewing Occupational Field
SRT	Short Reading Test
SSC	Service School Command
SSC	Supply Support Center
SSM	Surface to Surface Missile
SSP	Source Selection Plan
SSP	Sponsor Program Proposals for Education and Training
SSP	Shortage Speciality Pay
SSTP	Submarine School Training Plan
SSW	Surface to Surface Warfare
STAPLAN	Status, Time and Attrition Planning Methodology
STAR	Selective Training and Reenlistment
STRAWMAN	Brief or Outline for Program/Meeting
STO	Science and Technology Objectives
STS	Survival Tracking System
SWP	Surface Warfare Plan
SYSOMS	Systems Command

# T

TA	Type Availability
TAC	Tactical Air Command
TAFMS	Total Active Federal Military Service
TANS	Total Active Naval Service
TAR	Technical Advisory Report
TAR	Task Assignment Request
TAS	Total Active Service
TBFR	Training Billet File Report
TCAMO	Take Charge and March Off
TCO	Technical Contracting Office
TCO	Test Control Officer
TCO	Termination Contracting Officer
TEAC	Training and Educational Advisory Committee

TEMAC	Temporary Active Duty
TFDC	Total Force Development Committee
TFG	Tentative Fiscal Guidance
TIR	Time in Rate
TLG	Tentative Logistics Guidance
TLR	Top Level Requirements
TLS	Top Level Specifications
TM	Technical Manual
TMU	Transients Monitoring Unit
TP	Talking Paper
TPC	Transients Processing Conference
TPOM	Tentative Program Objectives Memorandum
TPPA	Transients, Patients and Prisoners Accounts
TRAC	Training Resources Advisory Committee
TRAPS	Training Requirements and Planning Subsystem
TRC	Training Requirements Committee
TRIM	Training Requirements Information Management
TRP	Training Requirements Panel
TRP	Training and Education Requirements Panel
TRP	Training Requirements Plan
TYCOM	Type Command

#### U

UA	User Activity
UD	Unit Designator
UIC	Unit Identification Codes
UNREP	Underway Replenishment
U/P	Unit Price
UT	Utility Task

#### V

VAH	Heavy Attack Aircraft
VAL	Light Attack Aircraft
VAMOSC	Visibility and Management Operations Support Cost
VCNO	Vice Chief of Naval Operations
VERTREP	Vertical Replenishment
VP	Patrol Squadron
VRBF	Variable Reenlistment Bonus Program
VSTOL	Vertical Short Take-off and Landing
VTOL	Vertical Take-off and Landing

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